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# Baldwin Park General Plan

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**BALDWIN**  
**PARK** General  
Plan  
Program

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## BALDWIN PARK GENERAL PLAN

January 1989

Planning Commission Approval 11/30/88  
City Council Approval 1/18/89  
Resolution Number 89-4 and 89-5  
Ordinance Number 1009

City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, California 91706

Prepared by:

Cotton/Beland/Associates, Inc.  
Urban & Environmental Planning  
1028 North Lake Avenue  
Suite 107  
Pasadena, California 91104



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# Baldwin Park General Plan

Introduction  
January 1989





## THE PURPOSE OF THE GENERAL PLAN

The Baldwin Park General Plan may be considered the blueprint for long-range physical planning of the city. The Plan contains stated community goals and policies designed to shape the long term development of the city's environmental, social and economic resources. Public and private decision makers may use the Plan to identify the needs and desires of the community and to act in response to those stated needs.

State law requires every city and county to prepare and adopt a comprehensive or general plan to document its decisions concerning the future of the community. The plan must consist of an integrated and internally consistent set of comprehensive goals, policies, and implementation measures addressing seven issue areas: land use, circulation, housing, noise, safety, conservation and open space. In addition, the plan may address other issues of concern to a community. State law permits the required issue areas, or elements, to be combined with each other and with any optional elements as long as the content requirements of the individual seven required elements are met.

The Baldwin Park General Plan contains eight elements which meet State requirements for the seven mandatory issue areas. These elements are: Land Use, Housing, Circulation, Public Safety, Public Services and Facilities, Conservation and Open Space, Noise, and Municipal Revenue/Fiscal Impact.

Although many general plans focus on land use planning issues, the other required issues also benefit from long-range planning efforts. In the Baldwin Park General Plan, all eight elements thoroughly address planning issues. Throughout the document, the relationship of the other elements to the Land Use Element is constantly examined. This structure ensures compliance with State law regarding general plan consistency. Moreover, it establishes a comprehensive, integrated document which can improve coordination of community development activities among all units of government.

The plan must be an internally consistent document which provides a comprehensive data base and set of projections for all parts of the plan. Therefore, it may be anticipated that the plan will require periodic review and possible amendment to ensure that the information presented is timely and relevant.

Planning case law has placed the general plan atop the hierarchy of local government law regulating land use. Consequently, law mandates consistency between the general plan and all other land use plans. Zoning ordinances, specific plans, redevelopment plans, and individual project plan proposals must also be consistent with the goals, policies, and standards contained in the general plan. Moreover, all capital improvements and public works projects must be consistent with the general plan. These relationships emphasize the importance of the general plan in land use planning.

The public plays an important role in both the preparation and implementation phases of the general plan. Because the general plan reflects community goals and objectives, citizens must be involved with issues identification and goal formulation. In fact, State law specifies that various civic, professional, and other organizations, as well as individual citizens, should be consulted during the plan preparation stage. Additional public involvement is encouraged through the public hearing process.

Citizen groups and individual citizens actively participated in preparation of the Baldwin Park General Plan through a series of town forums and a General Plan questionnaire. This document represents a clear identification of community goals and policies as expressed by Baldwin Park's residents.

## ORGANIZATION OF THE GENERAL PLAN

The Baldwin Park General Plan consists of two sets of documents which together satisfy the content requirements of State general plan law. These documents are: 1) the General Plan text, containing the individual elements; and 2) the accompanying technical reports.

The eight General Plan elements and the Land Use Policy Map clearly state the community's goals and policies for the long-term development of the city. Each element is comprised of three sections. The first section presents a brief analysis of issue areas. Section two summarizes the goals and policies relevant to each issue, and the actual listing of goals and policies is presented in the concluding section.

The element technical reports include background data necessary for issues identification and plan preparation. The background information is temporal and will become outdated as conditions change. This information has been separated from the General Plan to facilitate periodic updating. Because the technical report is not incorporated into the General Plan policy document, updating the technical report will not require a general plan amendment, although it may lead to subsequent plan amendments.



# Baldwin Park General Plan

Land Use Element

January 1989

**BALDWIN  
PARK**  
General  
Plan  
Program



## LAND USE ELEMENT

### 1.0 INTRODUCTION

#### 1.1 State Requirements

The land use element has the broadest scope of any of the mandated general plan elements. Government Code Section 65302(a) describes the required components of this element. The element designates the distribution, location, and extent of the various land uses considered in the general plan. This section of the State Code also indicates that the location of a particular land use may be expressed in general terms. Property owners, however, must be able to identify the general plan designations for their parcels from the land use diagram contained in the land use element.

The land use element also contains standards for population density and building intensity for those areas governed by the general plan. These standards are provided for all land use categories included in the land use element. In addition, the land use element clearly identifies areas that are subject to flooding.

Through text, tables, and maps, the land use element establishes a pattern of land use and clearly identifies the standards noted above. The General Plan Law and Guidelines indicate that the land use element should:

- "Promote a balanced and functional mix of land uses consistent with community values;
- Guide public and private investments;
- Reflect the opportunities and constraints affecting land use identified in the other elements of the general plan; and
- Reduce the loss of life, injuries, damage to property, and economic and social dislocation resulting from flooding."

The City of Baldwin Park Land Use Element (when capitalized, "Element" and "General Plan" refer specifically to Baldwin Park) serves as the framework for the goals, policies, and standards discussed in the other elements.

Land use policy and the land use map are consistent with the other General Plan elements. The Housing Element goals, policies, and programs reflect the land use policies as they relate to housing. The Circulation Element recognizes implications of land use policy on traffic and must establish relevant goals, policies, standards, and implementation measures that address both existing and potential deficiencies. The Public Safety Element identifies hazards that could affect both existing and future development; the Land Use Element recognizes these potential constraints when proposing land use policy.

The primary implementation mechanism for the land use element is the zoning ordinance. For this reason, it is imperative that the zoning code and map be consistent with the Land Use Element and map on a parcel-specific level. State law clearly recognizes the inseparable relationship between the zoning map and the general plan land use policy and map by requiring consistency between them. Section 65860 of the Government Code requires that city or county zoning ordinances be consistent with that jurisdiction's general plan. If a zoning ordinance becomes inconsistent with a general plan due to a general plan amendment, the zoning ordinance must be amended as well within a "reasonable time" to ensure consistency.

## 1.2 Issues Identification

Baldwin Park is an inland city with the distinct advantage of being traversed by two major interstate freeways: the San Gabriel River Freeway (I-605) and the San Bernardino Freeway (I-10). The locations of industrial and commercial land uses are directly related to the freeways; these uses are either directly accessed or highly visible from the freeways, or both. For residents, the freeways allow for a relatively convenient work commute across a wide area of Los Angeles County and the San Gabriel Valley. The central location of Baldwin Park has resulted in intensified residential development over the past several years, especially of condominiums and apartments.

Baldwin Park is a highly urbanized city and does not contain any large tracts available for residential development. New construction has occurred throughout the city wherever land has become available. Generally this has been on one to several lots, although some planned developments (PDs) comprise many acres as a consequence of lot consolidations. New construction on a

parcel-by-parcel basis has resulted in individual buildings unrelated to their neighbors. Planned developments usually include an internal street system with dwellings facing in toward these streets.

A prime reason for the disjointed residential streetscape in much of Baldwin Park involves buildings and uses which were in operation prior to the city's incorporation. Many of these uses do not conform to the designated land uses and densities which were devised for the incorporated city's zoning ordinance and General Plan. Since zoning ordinances are not retroactive, the nonconforming uses remain today. In many cases, recent multi-family development has occurred in areas designated for multi-family development but currently inhabited by single-family houses. Another example is the northeast corner of the city , which is designated for industrial use but still contains several single-family houses in between machine shops and storage yards.

Residential densities and the many apartment complexes in Baldwin Park have created a higher demand for public parks than would normally occur if each residence had its own sizeable yard space. This situation is related to the overall ratios of land uses within the city. Another example is the comparatively little land developed for retail and office uses.

All of the above issues interact with and compound each other to form a complex picture. Even though the issues can be listed as below, it must be kept constantly in mind that none of them exists alone. The Land Use Element recognizes the following issues that require careful analysis:

1. Multi-family development on single lots of less than one-fourth of an acre;
2. Multi-family development intruding on areas of existing single-family houses;
3. Residential land use densities;
4. Existing nonconforming land uses and densities;
5. The comparative ratios of land uses within the city;
6. Conveniently located, adequate park and open space facilities.

### **1.3 Land Use Constraints**

Baldwin Park is relatively free of environmental land use constraints and natural hazards. No known active faults traverse the city, nor is the city exposed to hazards associated with hillside development, such as wildfires and landslides. However, the 1979 General Plan suggests that detailed engineering surveys be required for any project proposed within 350 feet of the gravel quarry walls outside the city's northeast border. This same section of Baldwin Park has a remote possibility of being inundated by flood if all three of the dams that protect it--the Cogswell, San Gabriel, and Morris dams--fail. If the Morris Dam fails, affected persons will be evacuated in accord with the Baldwin Park Emergency Preparedness Plan. The Public Safety Element details evacuation routes and emergency response procedures.

Man-made hazards impose the biggest constraint on land use in Baldwin Park. The transitions between industrial and residential areas need special attention when land use decisions are made. Buffer zones and innovative site plans can reduce noise levels near commercial, industrial, and freeway sites as identified in the Noise Element. Industrial sites pose a further constraint with the production and storage of hazardous materials, just as the freeways are involved with their transport. The accidental release of such materials could adversely affect residents.

Land use policies in the General Plan call for residential property's protection from the hazards and health risks associated with industrial development. Potentially dangerous industrial activities will not be permitted on industrially designated properties adjacent to residential areas.

## 2.0 PROPOSALS

### 2.1 Land Use Designations

The City of Baldwin Park Land Use Element contains ten land use designations. The land use designations define the type, density, and intensity of development permitted throughout the city. The locations and extent of the ten General Plan land uses are identified on the Land Use Policy Map (see Figure LUE-1). The city's zoning categories correspond directly with the General Plan land use designations, except for one circumstance: the Freeway Commercial (FC) zone is included as part of the General Commercial General Plan area. Because the General Plan and zoning boundaries coincide, however, there are no inconsistencies in policies or permitted uses. The circumstance noted exists primarily to help identify a redevelopment project area.

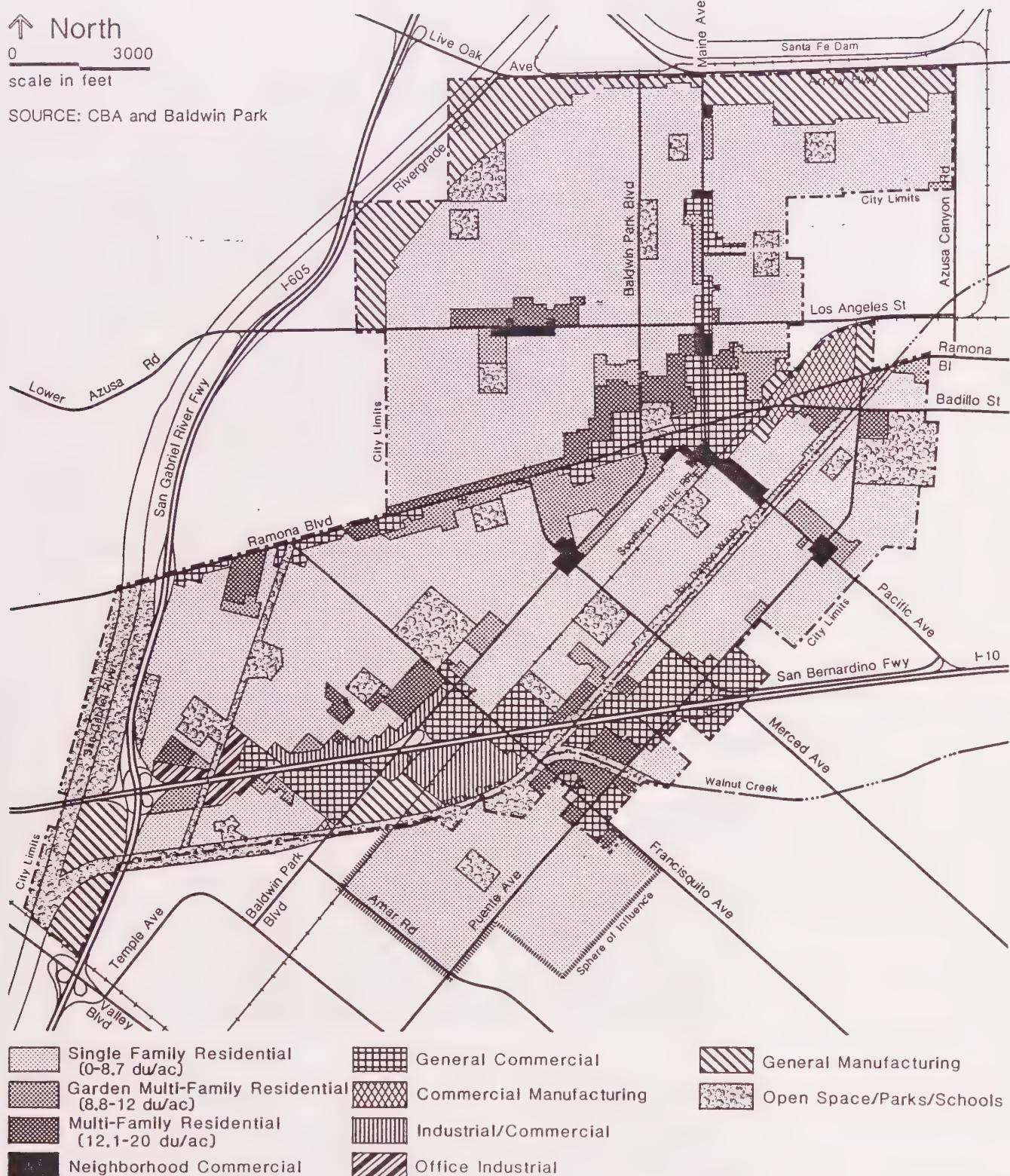
The Land Use Element contains the following number and types of categories: three residential, two commercial, four industrial, and one public. The acreage of each land use under the General Plan is listed in Table LUE-1. Each category is described below. The estimated population density within each residential classification is based on multiplying the average number of persons per household (3.87) by the total number of dwelling units allowed within each area. This figure is then divided by the total number of net acres per residential land use classification area.

**Single-Family Residential** - This category corresponds with the R-1/Single-Family Residential zone in the Baldwin Park Zoning Code. Residences in this category are usually single-family, detached houses with private yards. Permitted density is 0-8.7 dwelling units per acre. Using the U.S. Bureau of the Census estimated average for Baldwin Park of 3.87 persons per household, the maximum population density for this land use is approximately 34 persons per acre.

**Garden Multi-family** - This category corresponds with the RG/Residential Garden zone. These residences include usable open space and can be attached or detached. Permitted density is 8.8-12 dwelling units per acre. Maximum population density in these areas is approximately 46 persons per acre.

↑ North  
0 3000  
scale in feet

SOURCE: CBA and Baldwin Park



# BALDWIN PARK

General  
Plan  
Program

Figure LUE-1  
Land Use Policy  
(1/18/89)

TABLE LUE-1  
BALDWIN PARK PROPOSED GENERAL PLAN  
AND ZONING CLASSIFICATIONS

GENERAL PLAN	ZONING	GENERAL PLAN ACRES
<u>Residential:</u>  Single-Family Garden Multi-family Multi-family	<u>Residential:</u>  Single-Family Residential (R-1) Residential Garden (RG) High-Density Residential (R-3)	2,311 208 217 <hr/> 2,736
<u>Commercial:</u>  Neighborhood Commercial General Commercial	<u>Commercial:</u>  Neighborhood Commercial (C-1) General Commercial (C-2) Freeway Commercial (FC) (1)	41 182 170 <hr/> 393
<u>Industrial:</u>  Office Industrial Industrial/Commercial Commercial Manufacturing General Manufacturing	<u>Industrial:</u>  Office Industrial (OI) Industrial/Commercial (IC) Commercial Manufacturing (CM) Industrial (I)	30 84 57 405 <hr/> 576
<u>Public:</u>  Open Space	<u>Public:</u>  Open Space (OS)	533 <hr/> 533
<u>Freeways</u>		127 <hr/> 127
<b>TOTAL</b>		<b>4,365</b>

(1) Included under General Commercial in General Plan.

Source: Cotton/Beland/Associates, Inc. computer digitizing.

**Multi-family** - Corresponding with the R-3/  
High-Density Residential zone, this land use  
allows 12.1-20 dwelling units per acre.  
Dwellings are typically within apartment/  
condominium complexes. Maximum population  
density for this land use is approximately  
77 persons per acre.

**Neighborhood Commercial** - This General Plan  
category parallels the C-1/Neighborhood  
Commercial zone in the zoning code. Land uses  
are intended to be compatible with adjacent  
residential uses. For example, some of the  
commercial establishments permitted include  
bakeries, bookstores, laundromats, hardware  
stores, and medical offices. The minimum  
required lot area is 5,000 square feet with a  
50-foot minimum width. The maximum floor-area  
ratio (FAR) is 2:1.

**General Commercial** - This category includes two  
zoning code areas: C-2/General Commercial and  
FC/Freeway Commercial. Uses are intended to  
serve the general public along major  
thoroughfares and the freeway corridors. Retail  
and office complexes, bowling alleys, colleges,  
mortuaries, and other large-scale projects are  
permitted. Minimum lot requirements differ  
according to the uses proposed and are defined in  
the zoning code. The maximum floor-area ratio is 2:1.

**Office Industrial** - This General Plan category  
corresponds with the OI/Office Industrial zone  
and is intended to promote the development of  
freeway-oriented light industry and office  
complexes. Retail stores are permitted only on  
the first floor of a building. The maximum  
floor-area ratio is 2:1.

**Industrial/Commercial** - Paralleling the  
IC/Industrial/Commercial zoning classification,  
this General Plan category encourages the  
development of freeway-oriented industrial parks  
and commercial complexes. The maximum floor-area  
ratio is 2:1.

**Commercial Manufacturing** - This General Plan land  
use category corresponds with the CM/Commercial  
Manufacturing zone, which includes Ramona Boulevard  
near the city's eastern boundary. These areas are  
suited for commercial and light manufacturing

complexes. Permitted uses include electrical appliance assembly, candy manufacturing, ceramic and glass work, and motion picture film processing, among other assembly and treatment activities. The maximum floor-area ratio is 2:1.

**General Manufacturing** - This category coincides with the I/Industrial zone. Uses are restricted to certain commercial and industrial operations that are not considered environmentally detrimental to the general public, such as cold storage plants, machine shops, and welding shops. The maximum floor area ratio is 2:1.

**Open Space** - This designation is both a General Plan category and a zoning code area. Permitted uses involve the preservation and regulation of recreational, scenic, historic, and open space resources. Public schools, utility rights-of-way, flood control channels, and watercourses, as well as designated parks, are included here.

In order to provide flexibility while retaining control over land uses, the Baldwin Park Zoning Code allows for conditional use permits within each zone. Conditional use permits allow certain specified land uses, provided that specific conditions are met. Design standards, design review, and City staff consultation and monitoring help ensure that any project not permitted by right within a particular area is individually investigated and analyzed before a conditional use permit is issued.

The City also has the authority to create Planned Development (PD) Overlay zones. These areas are subject to development policies and guidelines which foster a variety of uses and designs not otherwise possible under conventional zoning controls. The Planned Development zone is incorporated into the Baldwin Park Zoning Code.

Within all General Plan land use categories, the compatibility of adjacent land uses, and the agreeable transition between neighboring areas, is of primary concern. No land use decision should be made until the compatibility issue has been carefully analyzed.

## 2.2 Land Use Goals and Policies

The Land Use Policy Map is a graphic representation of the City of Baldwin Park's land use policy. The map meets the California State requirement (Government Code Section 65302(a)) concerning the designation of "the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid waste and liquid waste disposal facilities, and other categories of public and private land use."

The General Plan Guidelines discuss the issue of how specific a general plan land use "diagram" should be. The term "diagram" is used in the guidelines because it defines a more general graphic representation than the term "map." For Baldwin Park, however, the term "map" will be used to distinguish it from other graphics and to denote that the land use policies are based on precise, parcel-specific information. The guidelines state:

"As a general rule, a diagram or diagrams along with the general plan's text should be detailed enough so that the users of the plan--staff, elected and appointed officials, and the public--can reach the same general conclusion on the appropriate use of any parcel of land at a particular phase of a city's or county's physical development."

The Land Use Policy Map for the Baldwin Park General Plan designates an appropriate land use for every property within the city. The Baldwin Park Zoning Code is consistent with the General Plan land use designations because the code is the primary mechanism for implementing the land use policies. If inconsistencies arise between the zoning map and the General Plan map, these must be resolved in a "reasonable amount of time," according to the Government Code.

Land use policy is based on the community's desires concerning the type, location, and intensity of future land uses in the city. The community's goals and policies are transposed into the Land Use Policy Map to give a clear visual representation of how the statements translate into physical, real-life results. The goals and policies, together with the Land Use Poicy Map, consider a wide range of programs and plans that can also serve as implementation measures. It must be emphasized that the goals and policies included in the General Plan are intended to give specific direction to Baldwin Park.

The Land Use Policy Map identifies the location and extent of the land use designations described in the previous section of the Land Use Element. Over half of Baldwin Park's land is designated for single-family residential use. Discussions with residents have made it clear that retaining the single-family character of Baldwin Park is of the utmost importance. The recent surge in multi-family development has been a primary issue throughout the general plan process, and several sizeable areas throughout the city have been redesignated for lower density residential uses.

Well-planned, coordinated, and controlled redevelopment and revitalization will continue the improvements that Baldwin park has made in its residential, commercial, industrial, and open space areas. Redevelopment in Baldwin Park is anticipated to continue as funds become available. Of particular importance to the business climate is the need for expanded commercial, light industrial, and office development.

### **3.0 GOALS AND POLICIES**

The land use goals and policies which follow are based on extensive background information collected during the initial phases of the General Plan program. The technical reports included in the General Plan include much of this background information. Meetings with Baldwin Park residents, City officials, and City staff, as well as resident/business questionnaire responses, were instrumental in formulating the goals and policies.

The goals and policies are the guiding forces for the entire General Plan. They help concerned people decide whether proposed changes to Baldwin Park's present land use are in keeping with the city's plans for the future. Goals are the ends toward which the city's efforts are directed. Policies are the methods used to reach these goals; policies imply a clear commitment. Some generality is required in the statements of goals and policies in order to allow for various options and implementation measures which may be devised as the city continues to develop.

#### **OVERALL LAND USE GOAL:**

- 1.0 ESTABLISH LAND USE POLICIES THAT WILL PROVIDE A FRAMEWORK FOR THE COORDINATED AND EFFECTIVE MANAGEMENT, BALANCE, AND LIVABILITY OF FUTURE DEVELOPMENT AND REDEVELOPMENT BASED UPON COMMUNITY NEEDS.**

The overall land use goal is further defined according to specific land uses as follows:

#### **Residential Land Use Goals:**

- 1.1 Preserve the low-density quality of the existing single-family residential areas.**
- 1.2 Permit development within residential areas at densities no higher than the City's ability to provide the necessary services, utilities, street capacities, and outdoor recreational space required for the affected areas.**

#### **Commercial Land Use Goals:**

- 1.3 Encourage new community-oriented retail throughout Baldwin Park while continuing to revitalize the Central Business District.**

1.4 Improve and monitor the existing commercial strips along Maine Avenue and Ramona, Baldwin Park, and Francisquito boulevards.

1.5 Continue to improve the San Bernardino Freeway corridor for commercial opportunities.

**Industrial Land Use Goal:**

1.6 Improve existing industry and provide for an expanded industrial base by creating new areas for compatible industrial uses.

**LAND USE POLICIES:**

2.1 Provide a zoning implementation program that will effectively carry out land use goals.

2.2 Encourage innovative proposals that would use land efficiently, remain compatible in design with existing uses, and provide safe and adequate open space, street access, and driveway access.

2.3 Separate and buffer residential and industrial uses within the northeast industrial area.

2.4 The Public Works Department, in conjunction with the Planning Department, will annually review current and potential future land use conditions within areas subject to flooding. A joint report will be submitted annually to the City Council for their consideration.



## **4.0 Land Use Element Technical Report**

### **4.1 Introduction**

This technical report is not "technical" in the sense that it is filled with complex formulas, specialized language, and unintelligible jargon. Rather, this report gathers specific information and statistics related to current conditions in Baldwin Park. Each technical report deals with a different aspect of the city: conservation and open space, safety, housing, public services, noise, circulation, and economics. Together, these reports comprise the background data for general plan policies and programs. The reports themselves are concerned with Baldwin Park only as it is now. Plans for the future are discussed and analyzed in appropriate sections of the General Plan.

The Land Use Technical Report discusses the distribution, commitment, and trends associated with existing land use conditions in Baldwin Park. Land use constraints and opportunities are also identified. The text is clarified and summarized by maps and tables.

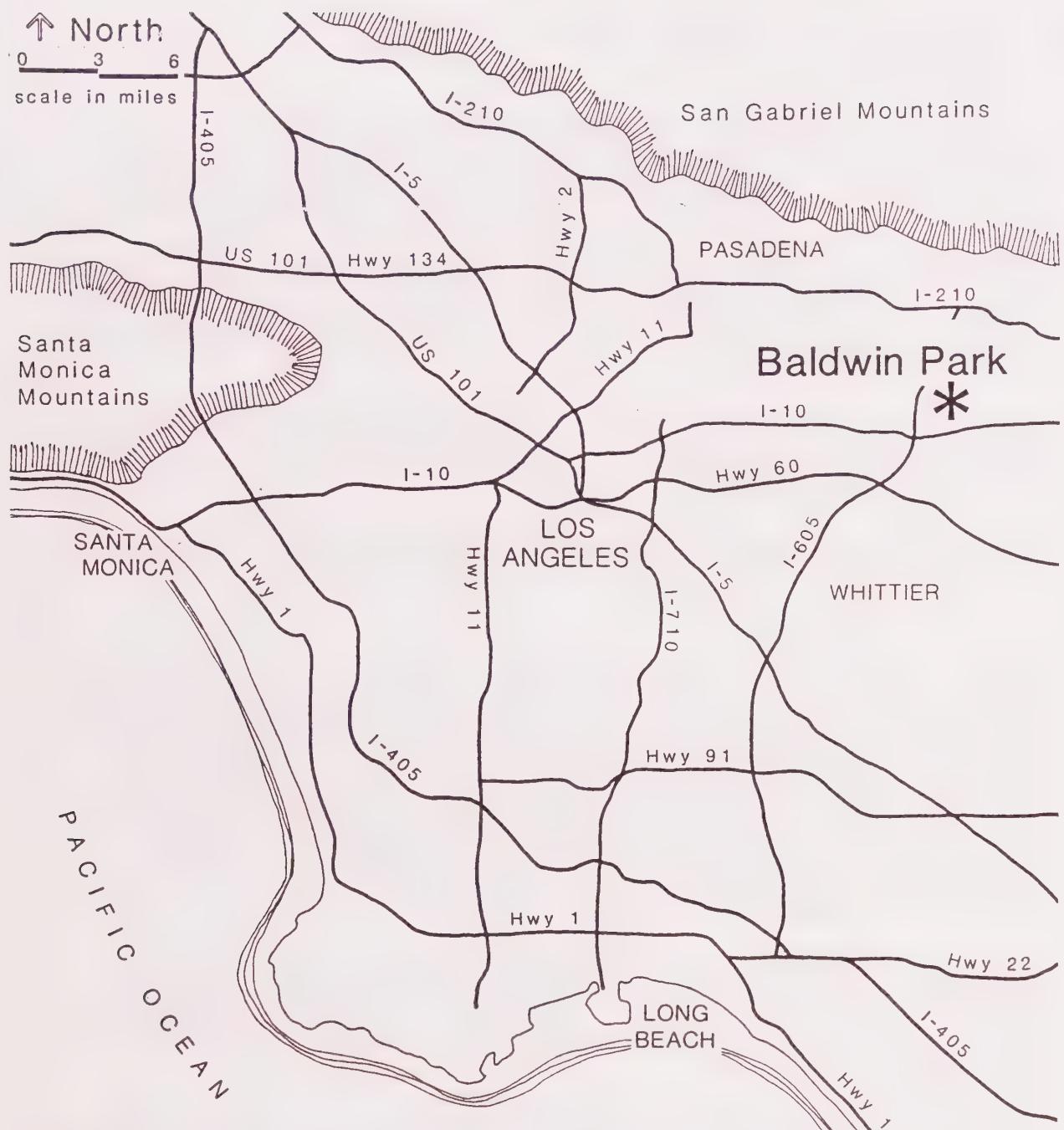
Sources of information for this report include aerial photos, parcel and zoning maps, City land use inventories, and on-site surveys.

### **4.2 Existing Land Use**

The City of Baldwin Park totals 4,365 acres, or 6.8 square miles. The largest land use under the current General Plan is residential, totaling 2,737 acres, which is 63 percent of the city's land area. Residential development prevails throughout, with no one portion of the city noticeably more residential than any other portion. The only area not dominated by houses, apartments, and condominiums is along the San Bernardino Freeway (I-10), which includes mixed industrial and freeway commercial uses (e.g., fast-food restaurants, a lumber yard, service stations, and vehicle repair shops). Nine of the city's ten mobile home parks are also located near the freeway.

Most commercial uses--such as stores and restaurants--are concentrated along Maine Avenue and Ramona Boulevard near the Civic Center, along Francisquito Avenue, and near the I-10 Freeway. Commercial uses comprise about 9 percent, or 392 acres, of Baldwin Park's land area under the current General Plan.

Manufacturing and industrial uses occur almost exclusively near the I-10 Freeway in the south and Arrow Highway/Live Oak Avenue in the north. One commercial manufacturing area anchors the city's eastern border on Ramona Boulevard. Manufacturing/industrial areas total about 13 percent, or 576 acres, of Baldwin Park.



**BALDWIN  
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Figure L-1  
Regional Vicinity Map



SOURCE: City of Baldwin Park and CBA

- [Dashed Line] City Boundary
- [Dotted Line] Sphere of Influence

# BALDWIN PARK

General  
Plan  
Program

Figure L-2  
City Boundaries  
and Sphere of Influence

Open spaces, including schools and parks, are located throughout the city. Morgan Park, off Baldwin Park Boulevard in the Central Business District (CBD), is the largest public park at 9.4 acres. The City is planning to expand Morgan Park by about 2.5 acres, or over 25 percent. Open spaces also include the San Gabriel River, Walnut Creek, and Big Dalton Wash. In all, Baldwin Park has over 530 acres, or about 12 percent, of its land area designated for open space in its General Plan.

Freeways and streets account for a substantial portion of any city's land area. Baldwin Park has about 103 miles of City streets. Freeways and streets account for 853 acres, or almost 20 percent, of Baldwin Park. This percentage of area for circulation is considered typical for an urban environment.

#### 4.3 Land Use Trends

The land that is now Baldwin Park was originally part of the San Gabriel Mission, which was established in 1771 by the Franciscan Padres. Cattle grazed on the land until the late-1800s, when a severe drought forced its effects on ranching activities. Soon after, farmer-squatters settled north of Ramona Boulevard, planted vineyards and pepper trees, and called their community "Pleasant Valley."

In 1880, the town's name was changed to Vineland, with the town center at the general store on the corner of today's Los Angeles and La Rica streets. This corner is only a few blocks north of the current City Hall. By 1912, the entire community was called Baldwin Park, and the Pacific Electric Railroad laid tracks west and east through the center of town. The railroad route is noticeable today as the long condominium development on the north side of Ramona Boulevard.

The image of condominiums along the former Pacific Electric Red Car route encapsulates the recent history and current trend in Baldwin Park. Changes in residential land development have significantly altered the density and character of the city; the days of cattle grazing are gone and the days of urban growth are here.

The construction of multi-family units was far outnumbering single-family home construction prior to the multi-family development moratorium adopted in August 1987. Table L-1 summarizes residential construction and demolition from 1980 through September 1987. Over this period, 722 single-family homes were constructed, compared to 1,826 multi-family units. Factoring in demolitions, Baldwin Park showed a net increase of 1,816 multi-family units and 342 single-family homes from 1980 to 1987. For every one house added to the city, almost five apartment or condominium units were constructed.

**TABLE L-1**  
**RESIDENTIAL UNITS BUILT OR DEMOLISHED IN BALDWIN PARK,**  
**1980 to 1987**

Year	Single-family Homes			Multi-family Units		
	Built	Demolished	Net	Built	Demolished	Net
1980	60	16	44 (32%) <sup>1</sup>	92	0	92 (68%)
1981	55	34	21 (7%)	260	0	260 (93%)
1982	13	25	(-12)	183	0	183 (100%)
1983	36	17	19 (5%)	345	6	339 (95%)
1984	142	51	91 (23%)	317	4	313 (77%)
1985	166	46	120 (34%)	232	0	232 (66%)
1986	173	79	94 (39%)	146	0	146 (61%)
1987 <sup>2</sup>	77	64	13 (5%)	251	0	251 (95%)
TOTAL <sup>3</sup>	722	332	390 (18%)	1,826	10	1,816 (82%)

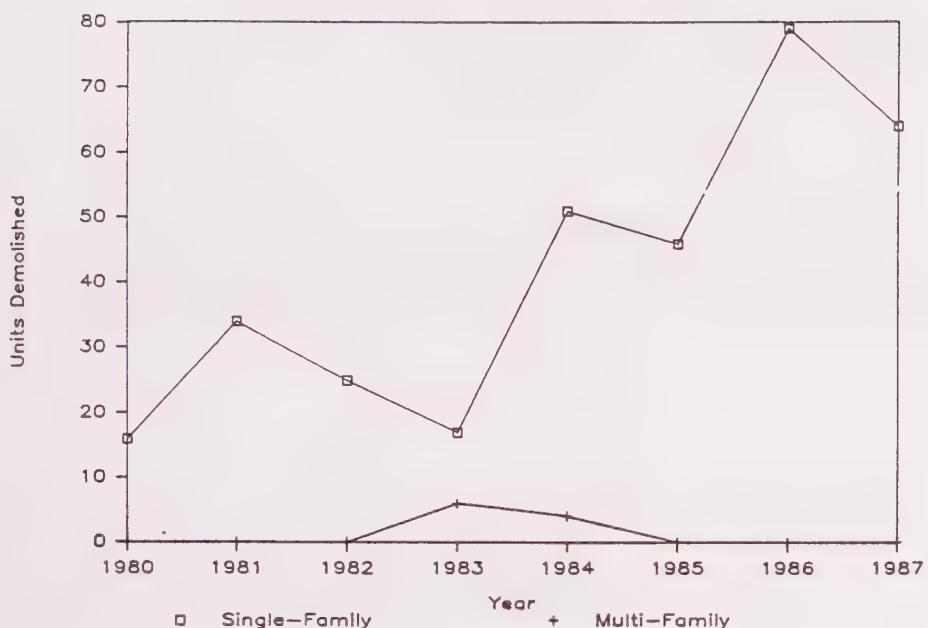
<sup>1</sup> The percentages compare Net Single-family Homes with Net Multi-family Units. These two columns equal the total net residential units constructed in Baldwin Park during the given time period.

<sup>2</sup> January through September, 1987

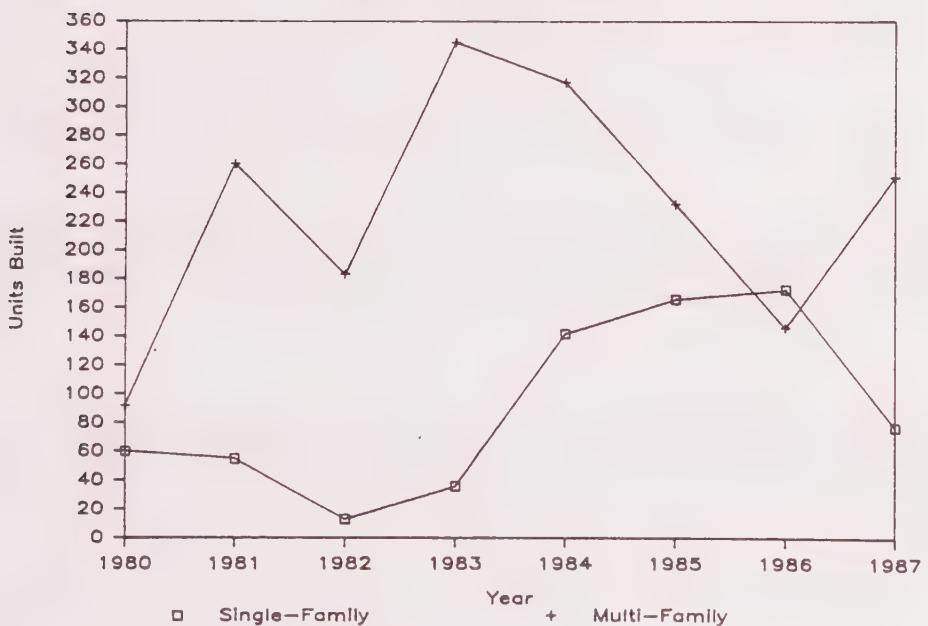
<sup>3</sup> A total of 2,548 housing units (i.e., single- and multi-family units) was constructed in Baldwin Park over the last eight years. During this same period, 342 units were demolished, resulting in a net increase of 2,206 units.

Source: Reprinted from a City of Baldwin Park Building Division table.

### Demolished 1980-1987



### Built 1980-1987



NOTE: 1987 data are for January through September

SOURCE: City of Baldwin Park Building Division, Building Permits; CBA

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Figure L-3  
(see Table L-1)  
Residential Units

The continual and rapid development of apartments and condos has not been confined to any specific areas of the city, but rather has occurred throughout the city wherever developable land has become available. This lot-by-lot multi-family development has resulted in apartment and condo complexes on narrow lots between single-family houses. The size and shape of available parcels has molded a building type that is long and narrow with its short side facing the street and a common driveway connecting garages the entire length of the property. Only large-scale complexes joining several land parcels have been able to deviate from this basic form.

#### 4.4 Existing Land Plans

##### Zoning and the General Plan

In Baldwin Park, zoning classifications are closely related to land use. From the resident's point of view, zoning labels are the most direct way to quickly and conveniently identify what can and cannot be built on a piece of land. Zoning helps define the sizes and shapes of buildings. Zoning regulations, combined with economic demand, have resulted in the residential building type discussed above.

The existing General Plan designates the following land use categories: Residential, Commercial, Industrial, and Public. These categories are subdivided further into classifications identified in Table L-2. Zoning classifications closely parallel the general plan designations, as shown also in Table L-2. The density range for each residential general plan category is identical to the corresponding zoning classification.

It must be pointed out, however, that the general plan map--not the zoning map--is the official guideline for land use policies. The two are required by State law to be consistent with each other. Numerous Federal and State legal decisions have made clear that the general plan is the document by which land use decisions must be made. If an inconsistency exists, the general plan dominates.

Residential land use classifications in the Baldwin Park General Plan are analogous to and consistent with the zoning categories. Single-Family, Garden Multi-family, and Multi-family classifications in the General Plan are directly comparable to their respective Single-Family Residential (R-1), Residential Garden (RG), and High-Density Residential (R-3) zoning categories. Allowable densities under the current General Plan are as follows :

Single-Family:	0-8.9 dwelling units (du) per acre
Garden Multi-family:	9-17.4 du per acre
Multi-family:	17.5-30 du per acre.

**TABLE L-2**  
**BALDWIN PARK GENERAL PLAN AND**  
**ZONING CLASSIFICATIONS**  
**1979 GENERAL PLAN**

GENERAL PLAN	ZONING	GENERAL PLAN ACRES
<u>Residential:</u>  Single-Family Garden Multi-family Multi-family	<u>Residential:</u>  Single-Family Residential (R-1) Residential Garden (RG) High-Density Residential (R-3)	2,274 96 367 <hr/> 2,737
<u>Commercial:</u>  Neighborhood Commercial Central Business District General Commercial	<u>Commercial:</u>  Neighborhood Commercial (C-1) Central Business District (CBD) General Commercial (C-2) Freeway Commercial (FC) (1)	35 68 119 170 <hr/> 392
<u>Industrial:</u>  Office Industrial Industrial/Commercial Commercial Manufacturing General Manufacturing	<u>Industrial:</u>  Office Industrial (OI) Industrial/Commercial (IC) Commercial Manufacturing (CM) Industrial (I)	30 84 53 409 <hr/> 576
<u>Public:</u>  Open Space	<u>Public:</u>  Open Space (OS)	533 <hr/> 533
<u>Freeways</u>		127 <hr/> 127
<b>TOTAL</b>		<b>4,365</b>

(1) Included under General Commercial in General Plan.

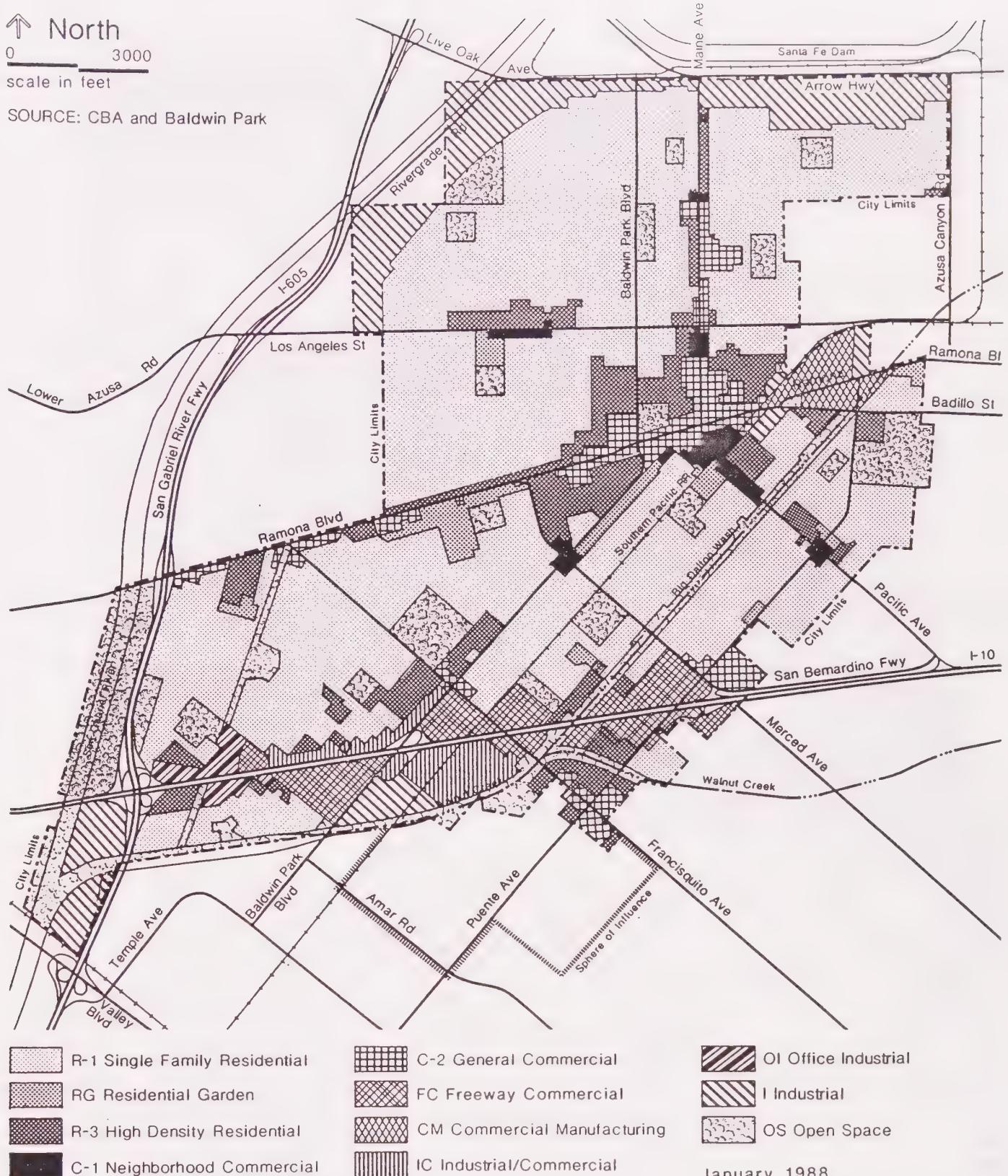
Source: Cotton/Beland/Associates, Inc. computer digitizing, January 1988.

↑ North

0 3000

scale in feet

SOURCE: CBA and Baldwin Park



**BALDWIN  
PARK**  
General  
Plan  
Program

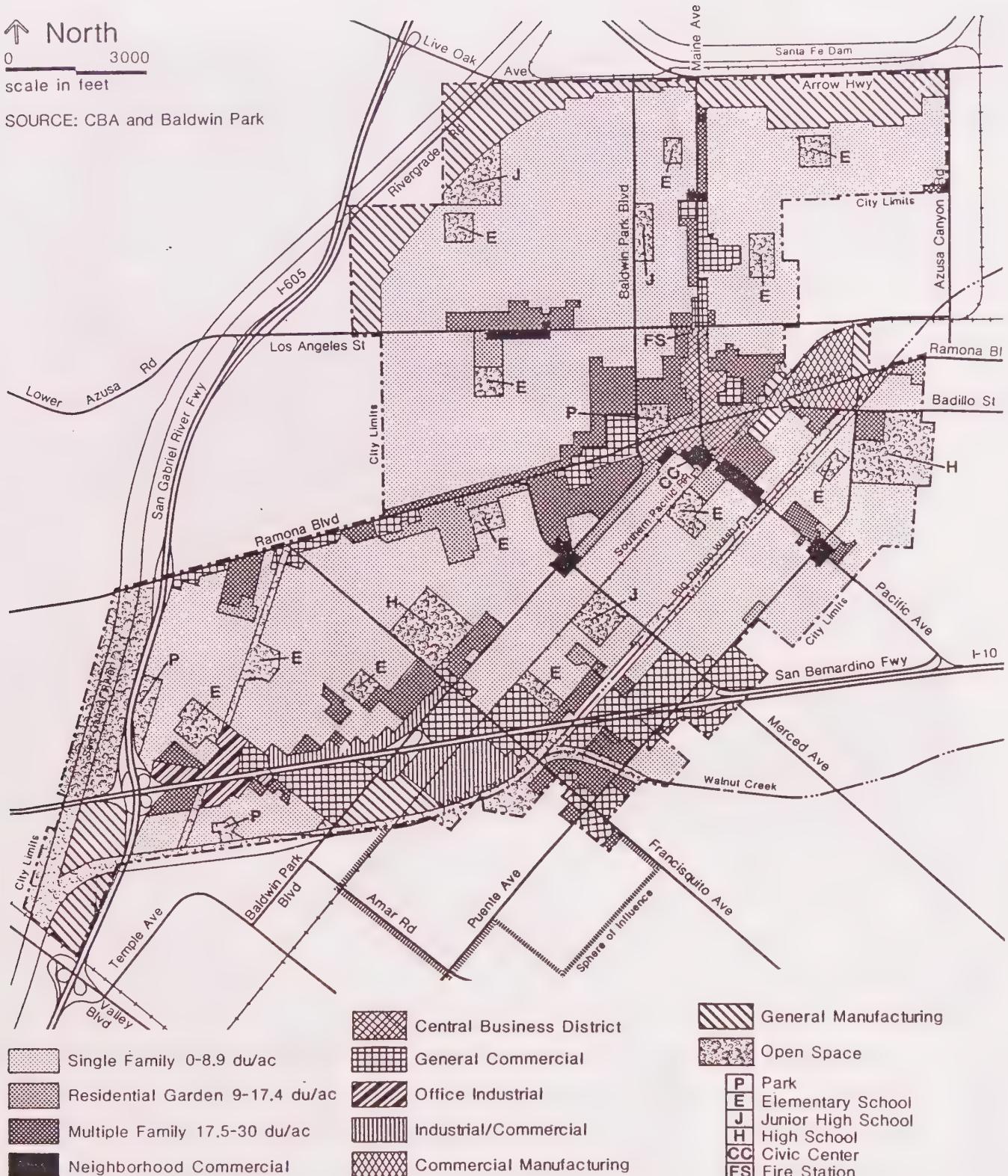
Figure L-4  
Zoning Map

↑ North

0 3000

scale in feet

SOURCE: CBA and Baldwin Park



# BALDWIN PARK

General Plan Program

Figure L-5  
1979 General Plan

These allowable densities, in combination with parcel size and shape, have resulted in densely packed residential complexes. Single-family planned developments on RG and R-3 zoned properties have become one alternative to apartment complexes.

In recent residential development, a lack of open space is evident. This is due, in part, to the relatively high allowable densities.

### Redevelopment Plans

Six redevelopment plans in Baldwin Park were in various stages as of late-1987. These projects involve several land uses, geographical areas, and objectives. Together and separately, they indicate emerging trends in the city that may, in turn, inspire further trends in the near and distant future. Each redevelopment project is described below.

**Sierra Vista Redevelopment Project (477 acres)** - This redevelopment of the entire I-10 Freeway corridor within the city and a noncontiguous area adjacent to the Central Business District plans to encourage the expansion of commercial and industrial development while buffering residential areas from incompatible land uses and freeway noise. Currently in various stages of completion, improvements include rehabilitated residential, commercial, and industrial buildings. Modifications to some of the I-10 ramps and local streets are also substantial parts of the project.

**San Gabriel River Redevelopment Project (189 acres)** - Located in the northwest corner of the city near the I-605 Freeway, this industrial development plans 18 new buildings totaling one million square feet. Now in its second phase, tenants include Federal Express, Gerber Company regional distribution, Home Savings of America corporate headquarters, Time & Sound, Princeton Graphics, the MDH Company, and ADP Corporation. At buildout, the \$50-million redevelopment project is expected to generate 3,000 new jobs.

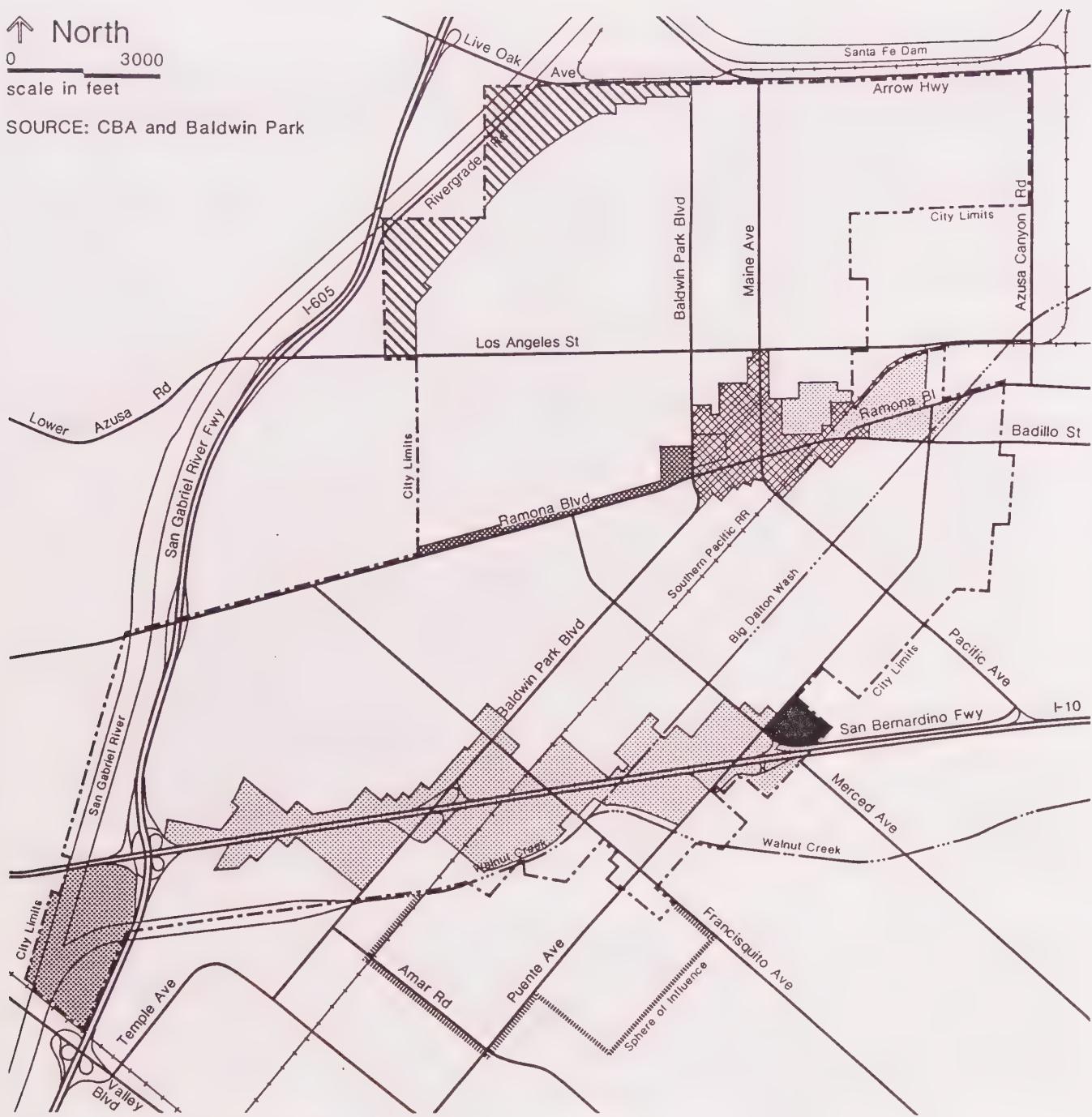
**Central Business District Redevelopment Project (130 acres)** - Located on Maine Avenue between Ramona Boulevard and Clark Avenue, this ongoing project is budgeted at over \$1 million. The primary result is a downtown shopping district for pedestrians. Improvements in traffic signals and signage are coordinated with extensive landscaping and textured sidewalks. A 78-space municipal parking lot and a 6,000-square-foot City-owned commercial building have also been added.

A residential component of the project, Park Shadows Condominiums, will total 264 units on 14 acres directly north of Morgan Park. City-sponsored loans, grants, and architectural services are helping to implement several renovation projects in the Central Business District.

Included as part of both the CBD and Sierra Vista projects, the Westar Shopping Center project involves 13.5 acres. Retail facilities will include retail shops, restaurants, a supermarket, a bank, and a water company office.

↑ North  
0 3000  
scale in feet

SOURCE: CBA and Baldwin Park



#### REDEVELOPMENT PROJECT AREAS

[Light Gray Box]	Sierra Vista	[Dark Gray Box]	Puente Merced
[Medium Gray Box]	Delta	[Cross-hatch Box]	Central Business District
[Diagonal Hatching Box]	West Ramona	[Diagonal Hatching Box]	San Gabriel River

**BALDWIN**  
**PARK**  
General  
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Program

Figure L-6  
Redevelopment Project Areas

**Delta Redevelopment Project (22 acres)** - This site is at the intersection of the I-605 and I-10 freeways, where 250,000 motorists pass by everyday. Federally subsidized construction of an access road, sewer and water lines, a bridge, drains, curbing, gutters, and concrete walks has resulted in the completion of the first phase of a landscaped industrial park of approximately 250,000 square feet. The City owns 16 acres, and the County owns the remainder of the site.

**Puente-Merced Redevelopment Project (17 acres)** - This mixed-use commercial area is located at the Puente Avenue off-ramp of the I-10 Freeway. As with the Delta Project, freeway access and visibility are excellent. Plans for the area include a 200-room hotel and a retail complex with upscale restaurants and shopping.

**West Ramona Redevelopment Project (14 acres)** - This area includes the railroad right-of-way mentioned earlier in this report. Located on Ramona Boulevard west of Baldwin Park Boulevard, the residential/retail project includes 160 condominiums and retail space including Shakey's Pizza.

The above redevelopment projects show a trend toward condominium development within walking distance of the downtown commercial core, industrial development on the edges of the city near the freeways, and regionally oriented commercial development at the city's primary south-central gateway.

#### 4.5 Land Use Constraints

Land use constraints involve land availability, existing land use patterns, environmental factors, and man-made environmental hazards. Each is discussed below; however, the affects of these constraints are not isolated. They interact and correlate to form a picture more complex than a single glance will reveal.

**Land Availability** - Large tracts of vacant, undeveloped land are unavailable in Baldwin Park. The city is almost completely developed. Except for the redevelopment areas discussed above, available land is currently limited to small parcels of one to several lots within developed areas. Recent residential projects, such as Pleasant Valley Townhouses on Francisquito Avenue, have combined several lots to form self-contained residential complexes oriented inward toward their own private street systems. One vacant site of approximately 30 acres is located west of the intersection of Baldwin Park Boulevard and the I-10 Freeway. The site, which used to be a drive-in theatre, will be the future location of Kaiser Hospital.

The Baldwin Park Redevelopment Agency, in cooperation with the City, is actively involved in large-scale projects, as discussed above. The 130-acre Central Business District Redevelopment Project addresses both the constraints and the opportunities present in the city in a particularly focused way. The project displays three related

objectives: 1) improving retail, commercial, and business opportunities in the downtown area; 2) creating a comfortable, attractive, and safe pedestrian environment; and 3) providing new housing to downtown on a sizable residential site.

**Existing Land Use Patterns and Environmental Constraints** - The opportunity to consolidate and coordinate mutually dependent land uses is a reaction against current conditions existing throughout the city. These conditions include: uncoordinated strip-commercial development unrelated to adjacent residential uses, automobile-oriented stretches of commercial activity inaccessible to the city's pedestrians, and high-density infill housing on narrow lots in established residential areas.

Two major physical barriers interrupt the residential character of Baldwin Park. These are the San Bernardino Freeway (I-10) and the Big Dalton Wash, both in the southern half of the city. Land adjacent to the I-10 Freeway is used almost entirely for office, industrial, and commercial uses, but several mobile home parks and multi-family dwellings hold their ground within this territory. The freeway cuts off two distinct residential areas near the city's southern border: one in the Ledford Street area, and the other near the Walnut Creek/Big Dalton Wash intersection. Big Dalton Wash cuts northeasterly directly through residential development for over one and one-half miles within Baldwin Park.

North of Ramona Boulevard, the city is primarily residential. The CBD, Morgan Park, school sites, the Maine Avenue commercial corridor, and peripheral industry comprise the most visible exceptions to the area's residential land use. A pocket of commercial uses inhabits Los Angeles Street near Merced Avenue. Any constraints to potential new development north of Ramona are related to the established residential character of the area; major new commercial or industrial development outside of current land use patterns would disrupt the quiet uniformity north of Ramona Boulevard.

**Man-Made Environmental Hazards** - Any hazardous-substance areas must be kept at a distance from residential areas. Waste dumps, especially inactive ones, must be identified by what is harbored underground, for example, noxious gases and the persistence of other dangerous or annoying materials.

A potential oil spill in Baldwin Park could originate from either a stationary storage tank or pipe line or a tank on a transport vehicle. Southern Pacific Railroad tracks run through the southeast part of the city into the civic center area; these tracks are used several times a day for freight only, including petroleum. The interstate freeways are used for truck transport of oil. Human error or unavoidable circumstances (e.g., heavy rain) will result in isolated spills. Hazardous-material spills could occur through transportation accidents on roads and railways. The rarest possibility of a spill might be from an airplane malfunction or crash over the city.

The above possibilities are considered land use constraints in areas where spills could flow into storm drains and have widespread effects on the water supply. Compliance with Federal and State regulations regarding oil and hazardous materials handling, storage, and transport will minimize the potential for accidents.

Baldwin Park does not have any waste landfills or hazardous-material dumps. The closest landfills are in West Covina, Baldwin Park's neighbor to the east, and in Azusa to the north.

## **Multi-family Residences Count**

The Land Use Element Technical Report concludes that the primary issue facing the City of Baldwin Park is the distribution of its residential land uses and building types. Over the past few years, changes in residential land development have significantly altered the density and character of many individual lots and groupings of lots. In a number of cases, single-family homes have been demolished to make way for higher-density multi-family units and complexes. These trends are discussed more fully in Section 1.3 of the Land Use Element Technical Report.

In order to help assess the effects of General Plan residential classifications and policies on the city, a complete inventory of all multi-family areas was prepared. The City of Baldwin Park provided the following:

1. A zoning map with existing multi-family land uses outlined;
2. Aerial photographs outlining projects affected by a building moratorium effective August 5, 1987 and since extended through July 1988. The aerials also show projects which received building permits prior to the moratorium. (The moratorium is in effect only for multi-family development);
3. A list of plan reviews and plan checks affected by the moratorium. A plan review is a preliminary analysis of the site plan, floor plans, and elevations of a proposed project. It is a voluntary action by the developer and the City, and it does not result in any authorization or approval to build. A plan check is a required analysis of detailed specifications for a proposed project. If the plan check is approved by the City, then building permits can be issued to the developer; and
4. Parcel maps of the city. These are drawings showing the lot lines, dimensions, and addresses of every parcel in the city. Zoning classifications and street widths are also shown.

The above information provided the background data for a detailed, parcel-by-parcel field survey of every multi-family designated property in Baldwin Park. Conducted by Cotton/Beland/Associates, the field survey updated, revised, and corrected previously available information to provide an accurate count of all land uses within the subject areas. Unit counts were made on-site, and base data were checked to ensure the accuracy of the count.

The results of the field survey are outlined below. This information, accompanied by maps, will form the basis for review and analysis of residential uses and policies in Baldwin Park. A careful investigation of the statistical relationships within the table will form a firm base for future goals, policies, and implementation measures.

CITY OF BALDWIN PARK <sup>1</sup>  
 MULTI-FAMILY HOUSING TABULATION  
 (JANUARY 1988)

		TOTAL DWELLING UNITS					GRAND TOTAL	
1987 General Plan Land Use Category/Zoning	0 - 4 du/ac <sup>2</sup>	4.1 - 8.9 du/ac	9 - 17.4 du/ac	17.5 - 30 du/ac	30.1+ du/ac	Mobile Homes		
Garden Multi-family/ Residential Garden (RG):	Existing	30	111	270	84*	94*	0	589
	Under Construction 12/87	0	0	60	0	0	0	60
	Planned <sup>3</sup>	0	0	65 (0)	0	0	0	65
Multi-family/ High-Density Residential (R-3):	Existing	73	346	1,018	1,289	894*	236	3,856
	Under Construction 12/87	0	0	210	194	0	0	404
	Planned	0	0	12 (0)	530 (49)	0	0	542
Total Residential Units in Multi-family Planned and Zoned Areas	Existing	103	457	1,288	1,373	988*	236	4,445
	Under Construction 12/87	0	0	270	194	0	0	464
	Planned	0	0	77 (0)	530 (49)	0	0	607
GRAND TOTAL		103	457	1,635	2,097	988	236	5,516

<sup>1</sup> Table applies specifically to areas currently planned and zoned for multi-family development.

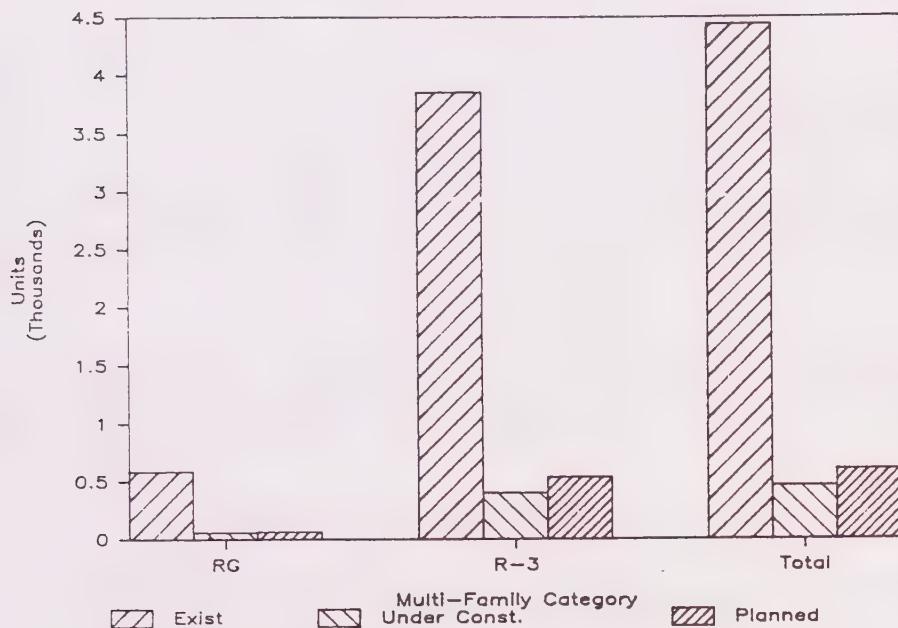
<sup>2</sup> du/ac = dwelling units per acre

<sup>3</sup> The "Planned" units include those in plan review or plan check (see previous page), plus those which received building permits prior to the moratorium but have not yet started construction. The number of units with building permits is indicated in parentheses.

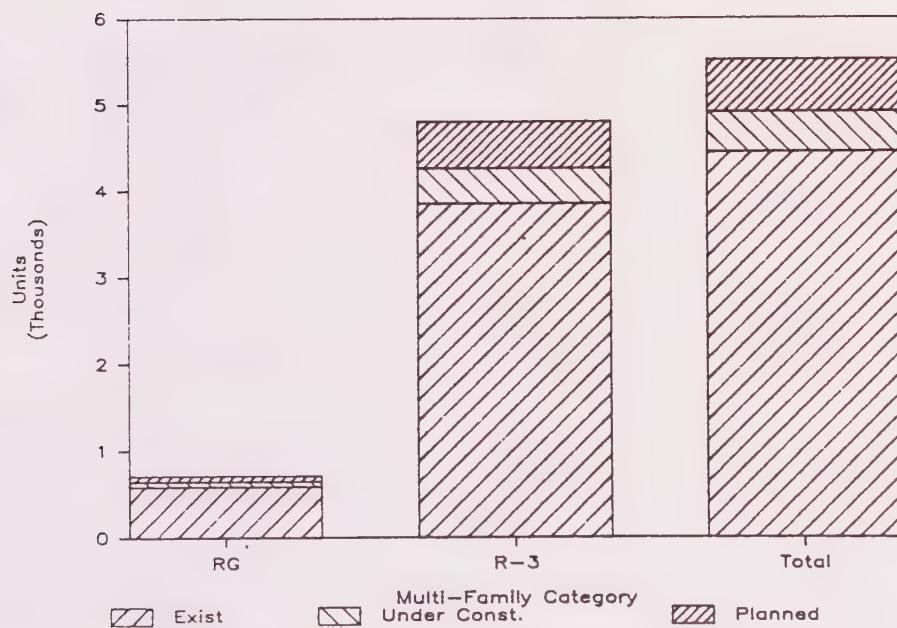
\* Dwelling units constructed prior to the establishment of current General Plan/zoning densities.

Source: Cotton/Beland/Associates and City of Baldwin Park

### December 1987 Count



### December 1987 Count



SOURCE: City of Baldwin Park and CBA



Figure L-7  
(see tabulation table)  
Multi-Family Housing

# Baldwin Park General Plan

Housing Element  
January 1989





## HOUSING ELEMENT

### 1.0 INTRODUCTION

#### 1.1 State Requirements

With each passing year, the California State Legislature focuses increasingly more attention on housing issues. California's continually growing population, particularly in the heavily urbanized areas of Los Angeles County, has placed extraordinary demands on the available housing stock for people of all income levels.

Recognizing the need for all people to reside in safe, sound, and affordable housing, the State has established definitive guidelines for general plan housing elements. The Baldwin Park Housing Element and the Housing Element Technical Report combine to meet the State requirements. The information is organized this way to facilitate periodic updating in accord with the State General Plan Guidelines.

The Housing Element describes existing conditions and projects five-year housing needs. It also outlines goals and policies that are intended to help all income groups attain affordable and satisfactory housing. The Technical Report includes the pertinent background research used to help identify housing issues specific to Baldwin Park. Table HE-1 summarizes the State requirements for housing elements and locates where in the Baldwin Park Housing Element and Technical Report the requirements are met.

With the organization of other general plan elements, cities are given a relatively free hand under State law. With the housing element, however, State law is quite specific concerning preparation and content. The State Legislature demands a document that can realistically implement statewide goals for providing decent, suitable housing for all people. Although the Guidelines originate with the State Legislature, the law leaves no doubt that providing affordable housing opportunities for all income groups is the responsibility of local governments (Government Code Section 65580).

TABLE HE-1  
STATE REQUIREMENTS

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
<u>A. Housing Needs Assessment</u>	
1. Analysis of population trends in Baldwin Park in relation to regional trends	Technical Report Section 4.2
2. Analysis of employment trends in Baldwin Park in relation to regional trends	Technical Report Section 4.5
3. Projection and quantification of Baldwin Park's existing and projected housing needs for all income groups	Housing Element Section 2.1
4. Analysis and documentation of Baldwin Park's housing characteristics including the following:	
a. level of housing cost compared to ability to pay;	Technical Report Section 4.4
b. overcrowding;	Technical Report Section 4.4
c. housing stock condition.	Technical Report Section 4.3, 4.4
5. An inventory of land suitable for residential development including vacant sites and sites having redevelopment potential and an analysis of the relationship of zoning, public facilities and services to these sites	Housing Element Section 1.3 Technical Report Section 4.6, 4.7
6. Analysis of existing and potential governmental constraints upon the maintenance, improvement, or development of housing for all income levels	Housing Element Section 1.3 Technical Report Section 4.6
7. Analysis of existing and potential nongovernmental (private sector) constraints upon maintenance, improvement, or development of housing for all income levels	Housing Element Section 1.3 Technical Report Section 4.6

**TABLE HE-1**  
**STATE REQUIREMENTS**  
(continued)

REQUIRED HOUSING ELEMENT COMPONENT	REFERENCE
8. Analysis of special housing needs: handicapped, elderly, large families, farmworkers, and female-headed households	Technical Report Section 4.4 Housing Element Section 2.1
9. Analysis concerning the number of homeless persons in Baldwin Park	Housing Element Section 2.1
10. Analysis of opportunities for energy conservation with respect to residential development	Housing Element Section 1.3
<b>B. Goals and Policies</b>	
1. Identification of Baldwin Park's community goals relative to maintenance, improvement, and development of housing	Housing Element Section 3.0
2. Quantified objectives and policies relative to the maintenance, improvement, and development of housing in Baldwin Park	Housing Element Sections 2.2, 3.0
<b>C. Implementation Program</b>	
An implementation program should do the following:	
1. Identify adequate sites which will be made available through appropriate action with required public services and facilities for a variety of housing types for all income levels	Implementation Plan Housing Element
2. Program to assist in the development of adequate housing to meet the needs of low-and moderate-income households	Implementation Plan Housing Element
3. Identify and, when appropriate and possible, remove governmental constraints to the maintenance, improvement, and development of housing in Baldwin Park	Implementation Plan Housing Element
4. Conserve and improve the condition of the existing affordable housing stock in Baldwin Park	Implementation Plan Housing Element

State requirements outline the types of analysis necessary to adequately assess existing and projected housing needs. State law also specifies the required detail of housing goals and policies. Further, the State provides specific information regarding the contents and effects of housing implementation measures.

The Baldwin Park Housing Element fulfills the State of California requirements. More important to the city's residents, it defines particular programs which will meet the identified housing needs for all income groups. The Housing Element also proposes programs to protect the most desirable of Baldwin Park's existing housing resources.

Although California State law provides strict guidelines for the content and preparation of a housing element, the residents of Baldwin Park have played an essential and continual role in creating the Baldwin Park Housing Element. From the early stages of the General Plan process, residential development has been the primary concern of the community. A resident/business questionnaire and a citywide moratorium on multi-family development clearly identified the issues. Public forums clarified and expanded residents' concerns about the recent boom in multi-family development, residential densities that were too high, the lack of green space in residential developments, and the marginal design quality of the buildings themselves.

The analysis of the community's multi-family development was parcel-specific. Every multi-family designated parcel was surveyed on site and on foot. Residents' comments and ideas were coordinated not only with issues unique to Baldwin Park; issues were addressed to specific residential areas in the city--even to specific properties because of their sizes, shapes, locations, and orientations. The most precise details of Baldwin Park's housing resources could only have come from its residents.

Although the Baldwin Park Housing Element addresses issues which are common to all urban areas, the parcel-specific level of analysis has allowed the Element to also address circumstances that exist only in Baldwin Park. Implementation measures, therefore, become as clearly defined as possible.

## 1.2 Issues Identification

Virtually all of Baldwin Park's land was developed before the city incorporated in 1956. During the years that followed, higher density replacement housing tried to accommodate the city's growing population, which has nearly doubled since 1960. Because large tracts of land have been unavailable, recent housing has been developed on one to several lots within existing residential areas. This has resulted in problems with high-density residential development intruding on single-family areas. The consequences of these incompatible uses have been further described in the Land Use Element and Technical Report, since housing density issues have been the primary land use concern.

Innovative redevelopment projects, such as the Park Shadows residences near the Central Business District, and housing rehabilitation programs have improved the quality of Baldwin Park housing while helping to meet increased demand. The city's average household size, however, has continued to rise, placing increased pressures on the existing housing stock. Many of Baldwin Park's small single-family and cottage dwellings cannot safely and adequately house growing families.

The vast majority of Baldwin Park is comprised of single-family houses. It is for this reason that high-density residential development is especially visible. Almost half of the city's existing housing stock was constructed before 1960, and over 75 percent was built before 1970. Many older units show signs of age. In general, however, the housing stock is in good condition.

A detailed analysis of housing and demographic characteristics in Baldwin Park, as further discussed in the Housing Technical Report, reveals the following issues and trends:

- Although more apartments and condominiums have been built in recent years, the average household size in Baldwin Park continues to rise. In 1980, the U.S. Census reported the average household size at 3.51 persons. By 1987, the number was 3.87, based on population estimates from the State Department of Finance.

- In 1980, almost 60 percent of Baldwin Park's population was of Spanish origin.
- In 1980, almost 25 percent of the households were considered of "Very Low Income," which is defined as earning less than 50 percent of the County median.
- In 1980, over 20 percent of the housing units were considered "Overcrowded," which is defined as 1.01+ persons per room.
- In 1980, the median cost of a house in Baldwin Park was about \$61,000. Between 1986 and 1988, the average selling price of a house was almost \$99,000.
- In 1980, almost 45 percent of Baldwin Park's rental households paid more than 30 percent of their total income for rent. For homeowners, 25 percent of the households spent more than 30 percent of their income for mortgage payments.
- As of January 1983, 17 percent of the housing units citywide were considered in substandard condition.

Although Baldwin Park's population is increasing while limited physical space remains for residential expansion, opportunities exist for improving the existing housing stock and creating innovative, high-quality new infill, including:

- The Planned Development (PD) Overlay - This designation results in special design review by the City for specific parcels or areas before building permits can be issued. The design review process helps to ensure that new development will be compatible with existing neighboring land uses. The City has completed several planned developments in both single-family and multi-family areas.
- Plan reviews and plan checks - These processes give the City more control over development. A plan review is a preliminary analysis of the site plan, floor plans, and elevations of a proposed project. It does not result in any authorization or approval to build. A plan check is a required analysis of detailed specifications for a proposed project. If the plan check is approved by the City, then building permits can be issued.

- The Baldwin Park Department of Housing and Economic Development's housing rehabilitation and low-interest loan programs for low-income households.
- New housing types based on traditional concepts - The City is committed to developing affordable housing that preserves advantages associated with the single-family home.
- An active citizenry - Many Baldwin Park residents remain abreast of housing issues in their immediate neighborhoods and throughout Baldwin Park. Their input provides vital information which might not otherwise become known to City staff.

### **1.3 Housing Constraints**

The City of Baldwin Park recognizes the need for safe and decent housing that is available to all income groups. Existing constraints must be overcome in order to provide the quantity and quality of housing required to satisfy Baldwin Park's housing needs. These constraints are discussed below.

**Land Inventory** - Baldwin Park is a highly developed urban area with little vacant land available for residential development. New development has consisted primarily of infill and replacement construction within existing residential neighborhoods. Some planned developments and apartment/condominium projects cover several acres, but the city has no large vacant areas suitable for new subdivisions or tracts. Land use policy under the General Plan calls for the reduction of multi-family densities citywide and the redesignation of some of these areas to less intense residential uses. Baldwin Park, therefore, will experience limited growth in new residential construction.

**Market Constraints** - In Baldwin Park, housing prices have risen dramatically in the past several years. As land values, construction costs, and finance charges continue to increase, the price of new housing will rise accordingly. Baldwin Park's strategic and convenient location near two interstate freeways will continue to result in a high demand for housing and subsequent rising prices. Because allowable residential densities have been reduced in this General Plan program, competition for new housing will increase.

The City has no control over the market fluctuations that affect housing costs. Market conditions result from a complex interplay of national and regional economic affairs and policies. More locally, the city is situated in a prime location. As Los Angeles area development continues to expand, Baldwin Park is becoming an increasingly attractive and convenient area in which to live. Housing prices will rise due to this increased demand.

Housing prices in Baldwin Park are relatively low compared to the average house in the county overall. In 1980, the median house value in Baldwin Park was \$61,500, compared to \$87,400 for Los Angeles County. Median rent was comparable: \$299 for Baldwin Park and \$295 for the county. However, in 1987 rents in the city range from \$450 for a one bedroom apartment to \$800 for a rented house. Single-family housing costs have increased substantially; in 1987 the average selling price of a house in Baldwin Park was almost \$99,000. The median selling price of a home in Los Angeles County in April 1988 was \$172,000.

**Governmental Constraints** - Governmental constraints can be administrative or financial. Administrative constraints are intended to protect the community and to guide development. Development can be hindered, however, if policies and permit requirements are inconsistently applied and enforced.

The Baldwin Park General Plan and zoning code are the administrative tools used to establish land use patterns and residential densities. General Plan land use policy calls for the reduction of multi-family residential densities and the redesignation of some multi-family areas to less intense residential uses. Current single-family designated areas are to remain without a change in density. Density reductions will be in effect citywide, and in no case has a residential area been redesignated to a more intense residential use.

California State law requires the zoning code land use requirements to be consistent with general plan land use policy. In Baldwin Park, the General Plan designations and the zoning categories coincide. The General Plan land use policy is not overly restrictive, but it does limit allowable new residential development. Under this General Plan, citywide residential growth will be limited to less than ten percent over existing conditions.

Energy conservation financial constraints have been imposed by the State. Although the constraints result in energy savings, they add to the initial per-unit housing cost; the higher price may serve to disqualify low- and moderate-income home buyers. The State of California Energy Resources Conservation and Development Commission, Conservation Division, has devised guidelines used by building code enforcement officials to implement regulations established by the California Energy Commission. All new development must demonstrate an effort to comply with energy regulations and, if necessary, implement specific design measures that will reduce energy consumption to what is considered an acceptable level. The original regulations and subsequent amendments serve as a mitigation tool to help reduce electricity and natural gas consumption.

Baldwin Park's current permit processing fees, some of which are listed in Table H-20 of the Housing Technical Report, do not place substantial financial constraints on residential development. For example, for new construction valued at \$99,000, the plan check fee is \$349.30, and the building permit costs \$537.38 (as of City Council Resolution 88-74, adopted August 1988). These two fees total less than one percent of the construction's value. Several other planning, engineering, and processing fees are involved, but the total fees should not restrict anyone from proceeding with a project once it has progressed to the permit stage. The sample fees listed in the General Plan will probably change over time, but not so drastically that they will be considered a housing constraint.

State law authorizes school districts to collect impact fees for all new residential development, including the expansion or reconstruction of existing housing units. Although State law places a cap on these fees, the rates conceivably might deter construction. The primary example would be a family adding onto their house to relieve overcrowded conditions. For the Baldwin Park Unified School District, the fee for residential development is \$1.53 per square foot of new construction. If, for example, a 400-square-foot addition is made to a house, the school impact fee is \$612.

**Environmental Constraints** - There are no active faults in Baldwin Park, nor is the city exposed to natural environmental hazards such as flooding, slope erosion, and landsliding. The northeastern corner of the city is potentially susceptible to flooding if the Cogswell, San Gabriel, and Morris dams all fail. Floodwaters would not be expected to pass south of Maine Avenue and Olive Street. Figure PS-3 in the Public Safety Technical Report depicts the area potentially subject to flooding and the evacuation route devised for such an event.

Several man-made hazards, particularly noise and industry, could constrain residential development in Baldwin Park. State noise guidelines recommend that residences be located in areas where the ambient noise levels are no greater than 65 decibals (dBA). Unfortunately, many homes are exposed to levels greater than this because residential areas near the freeways have minimal or no sound mitigation, such as sound walls. Other residential areas exposed to noise levels greater than 65 decibals are located along the heavily used roadways, for example, Ramona, Los Angeles, Olive, Baldwin Park, and Pacific. Much of the traffic on these and other roads includes heavy trucks traveling from the freeways to the northern industrial part of the city. The Southern Pacific railroad line, which runs in the early and late morning through the center of the city, contributes engine and track noise to adjacent residential areas south of Baldwin Park Boulevard.

Residences are also affected by traffic and delivery noise associated with adjacent commercial centers, such as those on Ramona Boulevard.

As for industrial environmental constraints, several rock quarry operations are located outside the city boundaries to the north, east, and west. The mining, processing, and transporting of the rock results in intermittent noise that may affect residences in Baldwin Park. Also, unpleasant odors and dust from local industry may be irritating and harmful to residents. More potentially dangerous, however, are the industries that generate toxic and hazardous wastes; these generators are identified in the Public Safety Technical Report. Both existing and new residential development should be protected from such potential health hazards.

## 2.0 PROPOSALS

### 2.1 Identification of Housing Needs

A primary goal of the City of Baldwin Park is to ensure that all social and economic segments of the community have adequate housing to meet present and future needs. To implement this goal and the policies related to this goal, the City must target its housing and assistance programs toward those households with the greatest need. This section of the Housing Element identifies those categories of need as defined by Federal and State law.

The four major need categories include: 1) housing needs that result from population growth; 2) housing needs that result from the deterioration of existing units; 3) housing needs that result from households paying more than they can afford for housing; and 4) housing needs that result from the presence of special needs groups, such as very large families or female-headed households. Some households may fall into more than one of these categories. For example, a low-income household may also be a single-parent household residing in a substandard housing unit.

**Regional Housing Allocation** - Since 1980, Baldwin Park's population has increased 23 percent. Much of the growth can be attributed to an increase in the average household size and the addition of new housing, especially multi-family units. Between 1980 and September 1987, the City has shown a net increase of over 2,200 housing units, over 80 percent of which are multi-family units.

It is anticipated that population growth within the next five years will be attributed to two primary factors: 1) immigration to the city due to housing opportunities; and 2) increased household size due to natural increases in the population and demographic trends that favor younger families with more dependent children. Because Baldwin Park is substantially built-out, increased household size could be a major component of population growth.

Since 1980, the average household size in Baldwin Park has increased by 0.29 persons, from 3.58 in 1980 to an estimated 3.87 in 1987. This is a significant change, considering that from 1970 to 1980 the increase was only 0.07. Demographic data for Hispanic communities in Los Angeles County indicates that household sizes will continue to increase as more immigrants settle in the Los Angeles area; almost 60 percent of Baldwin Park's current population is Spanish-speaking. Baldwin Park can be expected to become home to some Hispanic and Asian immigrants, given current demographic trends.

To fulfill the growing demand for housing in Southern California, Baldwin Park will continue to provide additional single- and multi-family housing units for all income groups. The SCAG 1988 Regional Housing Needs Assessment (RHNA) calls for Baldwin Park to provide 627 units in the next five-year period, 1989-1994. Table HE-2 shows how the units should be distributed among the various income groups, according to the SCAG-RHNA. In order to avoid misinterpretation, it should be noted that the SCAG-RHNA figures serve as guidelines, not mandates, for providing new housing.

Because limited space is available in Baldwin Park for new residential development, it may be difficult for the City to provide housing in accord with SCAG's regional housing goals. The City's fiscal ability to provide services, land use policy, market demands for new housing, and population growth are also important considerations in determining housing needs within the next five years.

The previous SCAG projection, covering the years 1984-1989, called for Baldwin Park to provide 597 housing units. That projection was far exceeded; a net increase of 1,260 units occurred from 1984 through September 1987 alone. It is primarily due to this recent housing boom that the City's land use policy includes reducing residential densities citywide and redesignating several areas for less intense residential development. This is significant because the City does not have the financial resources to serve extensive new multi-family developments.

**Substandard Housing** - A housing condition survey as of January 1983 identified 2,498 substandard housing units in Baldwin Park. This equaled 16.7 percent of the housing stock at the time. By definition, a substandard housing unit is one that does not satisfy Building Code requirements and the minimum Section 8 Existing Housing Quality Standards for decent, safe, and sanitary housing.

The northernmost section of Baldwin Park, above Olive Street, contains the most substandard housing units; in 1983, the number was 553. Field surveys by City staff and planning consultants in the summer of 1988 corroborated the previously established conclusion. Substandard housing in this northern area is near, or sometimes in between, industrial shops and warehouses. As of 1988, redevelopment plans for the area had yet to be formulated.

The age of the housing stock is a major contributor to overall housing conditions in Baldwin Park. Almost 50

**TABLE HE-2**  
**GROWTH NEEDS AND HOUSING CHARACTERISTICS**

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Growth Needs 1989-1994 (Source: SCAG-RHNA):

Very Low Income	Low Income	Moderate Income	Upper Income	Total
150 d.u.	100 d.u.	127 d.u.	250 d.u.	627 d.u.

d.u. = dwelling units

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Overpayment for Housing (Source: 1980 Census):

Tenure	Income Level			Total
	<\$10,000	\$10,000- 20,000	>\$20,000	
Owners	759	796	293	1,848
Renters	<u>1,592</u>	<u>498</u>	<u>13</u>	<u>2,103</u>
Total	2,351	1,294	306	3,951

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Housing Condition (Source: 1984 Housing Element):

Number of Substandard Units: 2,498

Percent of Housing Stock: 16.7%

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Special Needs (Source: 1980 Census):

Group(1)	Number	Percent of City Total
Elderly	1,755 households	13%
Handicapped	518 persons	2%
Large Families	3,847 d.u.	28%
Overcrowded	2,910 d.u.	21%
Minority	15,066 persons	30%
Female-Headed	1,923 families	17%
Farmworker (2)	79 households	<1%

(1) Some groups may be classified in more than one category.

(2) Source: SCAG-RHAM 1984-1989

percent of the existing units were constructed before 1960. The recent new construction has resulted in over 15 percent of the City's stock being built from 1980 on, but substantial areas of older housing remain. Many of these older homes are well-maintained and in good structural condition, while in some areas the homes are visibly deteriorating.

The City considers all of its substandard housing units as capable of being rehabilitated. Although some owners may choose to demolish and replace their residences, the City has not identified any units as requiring demolition.

Housing Affordability - The Federal Government has adopted a national standard used to identify households with housing costs in excess of the amount the households are able to afford. These standards indicate that a household paying more than 30 percent of its gross monthly income on housing may be paying more than it can afford. The Federal standard assumes that any greater proportion paid for housing will result in less money available for food, clothing, health care, and other necessities.

U.S. Census data for 1980 indicates that 28 percent of all Baldwin Park households are paying more than 30 percent of their gross monthly income for housing. In 1980, this totaled almost 4,000 households. Sixty percent of these households were earning less than \$10,000 per year. About 68 percent of these households earning less than \$10,000 were rental households. Low-income renters are particularly vulnerable to the effects of rising housing costs because low-income wages generally do not increase in proportion to increases in the cost of living.

Totals for Los Angeles County show that 32 percent of all households pay more than 30 percent of their income for housing. In 1980, this totaled over 800,000 households. Over 60 percent of these were earning less than \$10,000 per year. Almost 85 percent of those earning less than \$10,000 were renters.

Special Needs Groups: State housing law requires housing elements to address housing needs of the following special needs groups: the handicapped, elderly, large families, farmworkers, female-headed households, and persons/families in need of emergency shelter. A household may fall into more than one of these categories.

Handicapped - The 1980 Census reported 518 handicapped persons in Baldwin Park. Handicapped persons, however, do not necessarily require institutional or group

residential quarters. Many handicapped persons have walking disabilities that can be addressed in standard housing units adapted to meet handicapped needs. Title 24, Part II of the California Administrative Code requires most multi-family rental units to be constructed so as to be handicapped-adaptable (e.g., larger bathrooms, wider halls, structural provisions for handrails).

**Elderly** - The elderly comprise 13 percent of Baldwin Park's total households. In 1980, this accounted for 1,755 households, almost 1,000 of which were families (with spouse, child, or relative). Ten percent of these elderly families are classified as impoverished. Because many elderly persons live on fixed incomes, increases in housing costs can significantly impact the proportion of monthly income spent on housing.

In the past, the Baldwin Park Department of Housing and Economic Development has responded to the elderly's need for housing by increasing low-cost housing opportunities for senior citizens. One such result is the 12-unit senior citizen development on East Morgan Street adjacent to Morgan Park.

**Large Families** - According to the 1980 Census, 28 percent of the dwellings in Baldwin Park have five or more members; in 1980, this totaled over 3,800 housing units. This is a comparatively high percentage and, in part, may explain why the city has a relatively high percentage of overcrowded households--21 percent. Large families are not considered overcrowded households unless there is more than one person per room living in the dwelling unit. Many of the houses in the community are small compared to the number of people living in them. In 1980, the average household size in Baldwin Park was 3.58, yet Los Angeles County overall averaged 2.75 persons per household. By 1987, the average household size in Baldwin Park had increased eight percent, to 3.87 persons per household.

Large families and overcrowded dwellings place unusual strains on the existing housing stock. Many of Baldwin Park's older homes are small two- or three-bedroom units; also, many of the older rental courts are substandard in size. To accommodate large families, residents have constructed additions and second units on small single-family lots, thereby worsening overcrowding problems within an already densely developed environment. Many of these additions have been constructed illegally, and poor construction has contributed to the accelerated dilapidation of many of the units.

**Farmworkers** - Over 85 percent of Baldwin Park's work force works in the Los Angeles-Long Beach metropolitan area in nonagricultural occupations. The City has no land designated or zoned for agricultural uses. The 1988 SCAG Regional Housing Needs Assessment does not include statistics on farmworkers. However, the previous model estimated that there were 79 farmworker households residing in Baldwin Park. Of these, 90 percent are eligible for housing assistance. Farmworkers in need of housing assistance account for about three percent of citywide housing assistance need.

**Female-Headed Households** - Female-headed households account for 13 percent of Baldwin Park's households; in 1980, there were over 1,800 female-headed households in the city. Of this total, 36 percent (643 in 1980) have incomes below the poverty level.

The City has not yet established programs specifically targeted for female-headed households. In many instances, these households qualify for assistance under other needs categories.

**Families and Persons in Need of Emergency Shelter** - Recent amendments to State housing law require jurisdictions to assess the housing needs of local homeless populations. The transient nature of homeless life makes accurate needs assessments difficult. Estimates of the number of homeless in Los Angeles County range from 25,000 to 75,000. Almost half of the homeless population is believed to be concentrated in the Skid Row section of downtown Los Angeles. Regardless of the precise number, the issue is a significant one.

No independent studies have been undertaken to determine the extent of homelessness in Baldwin Park. The County does not maintain shelters in the city, nor do churches offer shelter for the homeless. Therefore, it is believed that the homeless population in Baldwin Park is low. Vagrancy reports do not provide an accurate picture of the homeless population because State laws do not necessarily permit "vagrancy" and "homelessness" to be defined as one and the same.

As the homeless problem continues to be an increasing concern in Southern California, Baldwin Park will obtain a clearer picture of its own need for emergency shelters. Ongoing public and private studies will produce a better understanding of the extent of homelessness and its impact on individual cities within the Los Angeles area.

## **2.2 Programs and Goals/Implementation Plan**

Housing assistance programs are offered through the Baldwin Park Department of Housing and Economic Development. According to Section 65583 of the Government Code, a city's housing program must address five specific areas as follows:

- Conserving the existing affordable housing stock;
- Assisting in the development of affordable housing;
- Providing adequate sites to achieve a variety and diversity of housing;
- Removing governmental constraints as necessary;
- Promoting equal housing opportunity.

Baldwin Park's housing program for addressing unmet needs, removing constraints, and achieving quantitative objectives is described in this section according to the above five areas. Housing program goals are summarized in Table HE-3.

### **Conserving the Existing Affordable Housing Stock**

**Community Improvement Program** - This program is a continuation of a Community Development Block Grant (CDBG) code enforcement program and works in conjunction with the low-interest Rehabilitation Loan Program and Street Improvements Program.

Deterioration and blight are significant problems in low-income areas. Many affected properties are in areas north of Ramona near Maine and in the city's southwestern section near the freeways, where absentee landlords do not invest in improvements and use their properties primarily as tax write-offs. The Community Improvement Program will continue to concentrate its efforts on removing blighted conditions from these areas through the enforcement of existing building codes. Community Improvement officers work in conjunction with building inspectors and Housing Authority staff.

**Home Rehabilitation Loan Program** - This program helps eliminate deterioration in areas identified as low-income. The program is citywide and limited to low-income persons and families as determined by Section 8 (HUD) criteria. The City, by leveraging funds with a bank, provides low-interest home improvement loans to the elderly, handicapped, and those of low and moderate incomes. A total of 185 households participated in the program from 1980 through 1987. The program is expected to result in the rehabilitation of 100 homes during the next five years (1988-1992).

**TABLE HE-3**  
**HOUSING GOALS SUMMARY**

PROGRAM	RESPONSIBLE AGENCY	FUNDING	ACHIEVED 1983-87	GOAL 1988-92
Community Improvement	City	General Fund CDBG	0	0
Home Rehabilitation Loans	Housing Authority	HUD Sec. 8	185	100
Section 8 Moderate Rehabilitation Loans	Housing Authority	HUD Sec. 8	18	0
CBD Replacement Housing	Redevelopment Agency	Low and Moderate Income Mortgage Bonds	265	0
Public Housing	Housing Authority	HUD	12	0
Elderly Housing	Housing Authority	HUD	0	75
Density Bonus	City	---	12	0
Lot Consolidation	Redevelopment Agency	Tax Increments	85	0

Source: City of Baldwin Park, Art Rangel, AICP, 10/11/88.

**Section 8 Moderate Rehabilitation Loan Program** - The City implements this program within the service area of the Housing Authority. Funding is available for 18 rental units that have completed moderate rehabilitation within the City. This rental rehabilitation program, in effect, corresponds to the Home Rehabilitation Loan Program discussed above, which is limited to owner households.

**Central Business District Replacement Housing Plan** - In 1982, the Baldwin Park Redevelopment Agency designated the Central Business District (CBD) Redevelopment Project, which includes approximately 14 acres for multi-family housing. When the redevelopment project was approved, 53 low- and moderate-income units were occupied within its boundaries. In accordance with State law, an equal number of units must be constructed within four years to replace those removed. The replacement housing plan calls for at least 38 units to be constructed in the project area; of these units, at least 15 will be affordable to very low-income families. The remainder of the replacement housing may be constructed or rehabilitated either within the project area or elsewhere in the jurisdiction of the Redevelopment Agency.

**Assist in the Development of Affordable Housing**

**Federal and State Programs** - Rental housing assistance is provided by the Section 8 program. The program is administered by the Baldwin Park Housing Authority and serves the needs of very low- and low-income households. The quantified objective is to provide assistance to 413 needy households during the five-year period 1988-1992. In addition, through the CDBG Housing Assistance Plan, the City will promote Section 8 rental housing assistance to lower income households in newly constructed housing.

Other programs implemented by the City include public housing (12 units) and Section 202 elderly housing (75 units). Each of these programs is part of the CBD Replacement Housing Plan.

**Local Incentives** - One local incentive offered by the City is the density bonus program. Since 1981, two residential projects have been approved under a density bonus provision (AB1151), resulting in the construction of 12 affordable ownership housing units. This program will be continued in the future through guidelines and procedures established under Section 65915 of the Health and Safety Code.

Another local incentive is the lot consolidation program. Through this program, the Redevelopment Agency assembles and consolidates parcels for eventual disposition to private developers for building affordable housing. This program, which has provided land for two developments, will continue as opportunities arise.

### Provision of Adequate Housing Sites

**Potential Buildout -** Implementation of the land use policy and Zoning Code will ensure sufficient land to address new housing needs. A parcel-specific analysis of the city indicated that 1,254 additional housing units are possible under the General Plan. This number is relatively precise because it is not based on citywide acreages or formulas, but on a parcel-by-parcel investigation of how many units could actually be accommodated on a site.

**Variety of Housing Types -** Continuing actions in this area include the designation of planned developments (PD's) and the implementation of development standards. These two mechanisms allow the City to demand high-quality design and development. Their use will be expanded under the General Plan; the development standards will be revised concurrently with the implementation of the General Plan.

The City also encourages the development of factory-built housing and mobile homes. A factory-built house or mobile home is permitted on any Single-Family Residential (R-1) lot under the same zoning regulations as a home constructed on site. Mobile home parks are allowed in any residentially designated area as long as a Conditional Use Permit is approved.

### Remove Governmental Constraints

Four factors are typically included in the definition of governmental constraints: infrastructure, fees, processing/procedure, and Article 34 of the California State Constitution. Infrastructure in Baldwin Park is of sufficient capacity to serve projected housing development. However, the ability to maintain that infrastructure and provide adequate services to the community is constrained by limited City revenues.

Various processing fees (some of which are listed in the Housing Element Technical Report) are not considered excessive, nor do they significantly affect the affordability of planned housing.

Streamlined processing procedures help minimize the time required in preconstruction stages. Joint processing of tentative maps and plan review is one example. Another example is the Superstamp approval, in which permits are issued immediately after a developer submits plans which have been certified to meet all applicable City and State codes, and after applicable fees are paid.

Article 34 requires a City to obtain voter approval before the City develops, constructs, or acquires a low-rent housing project. Private sponsors developing low-rent housing with Federal or private financing are not subject to Article 34. As well, public agencies that lease low-rent housing (as in Section 8 programs), or develop owner-occupancy housing, are not subject to Article 34. Article 34 has not been, and is not expected to be, an impediment to addressing Baldwin Park's housing needs.

#### Equal Housing Opportunity

**Fair Housing Program** - Fair Housing is a citywide program that provides assistance to Baldwin Park residents in disputes related to violations of local, State, and Federal housing laws. Also, Fair Housing provides an educational program concerning housing issues for tenants and landlords. Baldwin Park contracts with the Fair Housing Council of San Gabriel Valley (FHCSGV) for these services.

**Discrimination Complaints** - A primary function of the Fair Housing Program is to "investigate and conciliate housing discrimination." In discrimination complaint cases, the Fair Housing Council makes referrals to appropriate sources for the formal resolution of these cases when informal conciliation efforts fail. All housing discrimination complaints are presented, documented, and investigated by the FHCSGV.

## **2.3 Land Use Policy, Housing, and Future Population**

Projecting the future population of Baldwin Park is not an easy task because growth has occurred unevenly over the years. For example, from 1970 to 1980, the city's population increased by seven percent (from 47,285 to 50,554); but from 1980 to 1987, the population increased 23 percent, up to an estimated 62,200. Much of this growth can be attributed to an increase in the number of dwelling units and an increase in the average household size. A complete discussion of growth trends is provided in the Housing Element Technical Report.

Three separate and distinct population forecasts have been made for Baldwin Park using the following data sources: the 1980 U.S. Census, Department of Finance (DOF) population estimates, and SCAG preliminary population policy forecasts. Also, projections have been made based on the General Plan land use policy, which places a theoretical limit on the number of housing units given the amount of land available and the building densities permitted in the city. The land use policy may establish a population cap, assuming the city's average household size remains constant.

### **Residential Development in the Land Use Policy**

The Baldwin Park General Plan Land Use Policy Map recognizes three categories of residential land use, which are described in the Land Use Element as follows:

**Single-Family Residential** - This category corresponds with the R-1/Single-Family Residential zone in the City Zoning Code. Residences in this category are usually single-family, detached houses with private yards. Permitted density is 0-8.7 dwelling units per acre. Assuming that the average household size of 3.87 remains constant, the buildout population for this category will be 44,818 persons living in 11,581 units.

**Garden Multi-family** - This category corresponds with the RG/Residential Garden zone. These residences include usable open space and can be attached or detached. Permitted density is 8.8 to 12 dwelling units per acre. Assuming a 3.87 average household size, the buildout population will be 8,104 persons living in 2,094 units.

**Multi-family** - Corresponding with the R-3/High-Density Residential zone, this land use allows 12.1-20 dwelling units per acre. Dwellings are typically within apartment/condominium complexes. With a constant 3.87 average household size, the buildout population will be 14,122 persons in 3,649 units.

According to a 1987 City survey, Baldwin Park contains 435 mobile homes, all except 13 of which are located in commercially and industrially designated areas along the San Bernardino Freeway. The number of mobile homes is expected to remain constant, with an estimated population of 1,683.

The above potential buildout figures were calculated on a parcel-by-parcel basis. The numbers give a realistic portrayal of buildout potential in Baldwin Park, including those existing residential units that can be expected to remain throughout the time span of the General Plan. The land use policy retains all single-family designated areas. Because the city's neighborhoods are almost completely developed and the land use policy calls for citywide density reductions and less intense residential uses, large population increases are not anticipated. Additions to the housing stock will result from limited infill construction and future long-term recycling of housing units throughout the city.

Over time, notable increases in Baldwin Park's housing stock may result from redevelopment activities in the Central Business District. Otherwise, no other large-scale residential projects covering a wide area are foreseen.

Because of the citywide residential density reductions and the redesignation of several residential areas to less intense residential uses, Baldwin Park's buildout potential is not substantially higher than existing conditions. Buildout potential under the General Plan is 8 percent higher than existing conditions.

#### Population Projections

The land use policy, in effect, reduces the rate of population growth in Baldwin Park. The city is practically fully developed. Since 1960, Baldwin Park's population has almost doubled (from 33,915 to 62,200). From 1980 to 1987, the population increased by 23 percent. Under the General Plan land use policy, such high growth rates are restricted.

Assuming that total buildout is achieved, the city's housing stock will increase to 17,759 units with a corresponding population of 68,727, assuming that the average household size (3.87) estimated by the U.S. Census remains constant. This population figure is a 10.5 percent increase over the 1987 California Department of Finance (DOF) estimate for Baldwin Park of 62,200. The actual rate of population growth in Baldwin Park will be correlated to increases and decreases in average household size. However, considering all available data, the above population projection is the most precise available.

### **3.0 GOALS AND POLICIES**

#### **Housing Goals:**

- 1.1 Insure that a complete range of adequate housing is available for all income groups.
- 1.2 Promote and preserve the low-density atmosphere and continual maintenance of existing single-family residential neighborhoods.
- 1.3 Protect and buffer residential neighborhoods from the intrusion of incompatible and disruptive uses.
- 1.4 Develop residential densities in scale with the ability of the City to provide the necessary services, utilities, street capacities, and outdoor recreational space required for the affected area.

#### **Housing Policies:**

- 2.1 Identify areas suitable for residential development, and encourage appropriate development.
- 2.2 Monitor residential structural conditions on a neighborhood basis through a new occupancy inspection program.
- 2.3 Develop and apply rehabilitation standards in areas designated for conservation and preservation.
- 2.4 Encourage more efficient use of deep lots.
- 2.5 Encourage the development of new housing for special needs groups--such as senior citizens, the handicapped, large families, and female-headed households--in new construction and in the rehabilitation of existing units.
- 2.6 Promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, or color.



## **4.0 Housing Element Technical Report**

### **4.1 Introduction**

This technical report provides detailed demographic, socio-economic, and housing characteristics of Baldwin Park. The information included in this report was obtained from many sources, including the U.S. Bureau of the Census, California Department of Finance (DOF), Southern California Association of Governments (SCAG), and the City of Baldwin Park. Also, the Cotton/Beland/Associates (CBA) consulting team conducted several field surveys to identify and assess housing conditions and constraints in the city.

This report provides much of the background information required by State law for the Housing Element. Much of the information contained here can quickly become obsolete due to rapidly changing conditions in Baldwin Park. Because several sources were consulted, some of the statistics are not directly comparable. However, the data included are the most current and accurate available at the time of this report's publication. Updates to the statistics can be accomplished without rewriting the Housing Element itself; in this respect, the technical report is a dynamic document that can continually describe and assess the housing situation in Baldwin Park.

In an attempt to avoid repetition and to make this report more readable, the basic information displayed in the numerous figures and tables has been omitted from the narrative, where appropriate. This organization of data allows for more discussion of the interrelationships and conclusions derived from the various statistics without unnecessary and cumbersome repeating of the information already contained in the graphics. The graphics have been designed for easy readability and understanding, which are especially important for any report based primarily on numerical data.

The Land Use Element Technical Report provides descriptions of Baldwin Park which will help the reader form a more complete picture of the demographic and housing situations discussed in this report.

### **4.2 Demographic Characteristics**

#### **Population**

The population of Baldwin Park has almost doubled since its first census as an incorporated city was taken in 1960, when the population was 33,915. The Sixties have, so far, been the city's decade of greatest growth--an almost 40 percent increase. In numbers, this was an increase of over 13,000. From 1980 to 1987, however, the city's population increased by almost 12,000, for a total of 62,200 residents as of January 1, 1987. The Eighties could be the decade of greatest growth in Baldwin Park. The city's decade of lowest growth, from 1970 to 1980, corresponds with its lowest number of housing starts during any decade since 1940. Table H-1 outlines population growth in Baldwin Park since 1960. Table H-2 compares

population trends since 1970 in Baldwin Park and a few of its neighboring cities. The cities in this area have experienced population growth at almost double the rate of Los Angeles County overall.

The California Department of Finance (DOF) provides population estimates for cities and counties in the state. Demographic and housing data from the most recent census serve as starting points from which current estimates for total housing units, occupied housing units, and average household size may be derived. The City of Baldwin Park also keeps records of building permits and demolitions. Housing units are estimated with annual adjustments made by adding new units constructed or by subtracting units demolished from the base number. Occupied units are estimated from information provided by utility companies which identifies the number of residential electricity customers. The vacancy rate is then obtained by comparing the total number of residential units with the number of residential units using electricity.

The critical component in estimating population is the average household size. This variable is calculated directly from census data and then adjusted according to selected indicators including school enrollments, special census findings in cities with comparable demographic characteristics, documented trends, and knowledge of the types of housing units being constructed.

The California Department of Finance estimated that, as of January 1, 1987, Baldwin Park had 62,200 residents. The growth noted in Table H-1 may be attributed primarily to two factors: 1) an increase in the average household size (e.g., from 3.58 in 1980 to 3.87 in 1987), and 2) the addition of new housing units to the city's housing stock. New housing units are perhaps most important in explaining the recent increase in Baldwin Park's population; since 1980, over 2,500 new housing units have been constructed.

### Race and Ethnicity

The race and ethnicity of Baldwin Park's population in 1980 are indicated in Table H-3. The U.S. Census categorizes persons according to race and includes the following categories: 1) white, 2) black, 3) American Indian, Eskimo, and Aleut, 4) Asian and Pacific Islander, and 5) other. The census further classifies persons of Spanish origin. Race and ethnicity classifications are not mutually exclusive because persons of Spanish origin can consider themselves within the white, black, or other race categories. This circumstance is especially apparent in Baldwin Park. Although three-fourths of the residents are considered white, almost 60 percent of the residents are of Spanish origin. It would, therefore, be highly inaccurate to consider "White" and "Spanish Origin" as two separate, mutually exclusive categories. Many of Baldwin Park's residents consider themselves white as well as of Spanish origin. El Monte, Baldwin Park's neighbor to the west, also has a population that is over 50 percent of Spanish origin.

In 1980, 25 percent of the city's population was foreign born, but only 6 percent of the city had been living outside the U.S. in 1975. Of all Baldwin Park residents over five years of age in 1980, 87 percent had been living in the Los Angeles area since at least 1975. Over one-half of Baldwin Park's residents in 1980 had been living in Baldwin Park since at least 1975. Although the city has been growing at a fast rate over the last several years, it still maintains a substantial population of long-term residents.

### Age

The 1970 and 1980 censuses provide information about the age of the Baldwin Park population. In Table H-4, age groups are compared from 1970 and 1980 census data. The table displays a highly stable population when considering the age groups noted. The only notable shift was between children (5-14) and working-age adults (20-59). This decline in the number of children, with a parallel increase in working-age adults, results from children growing up but having fewer of their own children, and at a later age, than their parents did. Consequently, the median age in Baldwin Park has risen from 23.6 in 1970 to 24.7 in 1980. The median age in Los Angeles County overall was 30.8 in 1980. Baldwin Park is a relatively young city; even though its overall age has increased, the city still has 42 percent of its population under 20 years of age, while the county has 31 percent of its population under 20.

## 4.3 Housing Characteristics

### The Housing Stock

As of the end of September 1987, an estimated 16,519 dwelling units existed in Baldwin Park. Over half of this total has been constructed since 1960, with 15 percent of the city total being built since 1980. Table H-5 outlines the age of Baldwin Park's housing stock, and tables in the Land Use Element Technical Report detail the most recent residential construction, either completed, under construction, or planned. New housing has developed throughout the city wherever residential parcels have become available. The single largest residential development underway is the 264-unit Park Shadows Condominiums. Located directly north of Morgan Park, the complex is part of the Central Business District Redevelopment Project.

The types of housing units in Baldwin Park for 1970, 1980, and 1987 are outlined in Table H-6. Although over 70 percent of the city's housing is single-family, the ratio has steadily declined since 1970, when almost 90 percent of the housing stock was single-family. This decline has been outweighed by the steady increase in multi-family housing, especially in complexes of five or more units. Since 1970, the number of single-family dwelling units has remained fairly constant, while the number of multi-family units has increased by over 2,700, or over 260 percent. Single-family homes still constitute the primary housing type in Baldwin Park, but the rapid and continual increase in multi-family units has resulted in a building moratorium on multi-family development, which took effect in August 1987 and has since been extended through July 1988.

## Tenure

In 1970, 60 percent of Baldwin Park's housing units were owned by the people who lived in them (owner occupied). In 1980, the number of owner-occupied units totaled 61 percent. Although the percentage increased, it was not due to an increase in single-family home ownership. Previous Table H-6 shows that between 1970 and 1980, a net total of over 100 single-family homes was lost. However, a net increase of almost 1,000 multi-family units occurred during these same ten years. The increase in ownership is due primarily to condominium development; condominiums are considered multi-family units that are owner occupied. Condominium construction continued to outweigh single-family home construction until the building moratorium went into effect in August 1987. The moratorium applies only to multi-family development.

## 4.4 Household Characteristics

The U.S. Census definition of a household "includes all the persons who occupy a housing unit." This can be a single person, a group of family-related individuals, or unrelated roommates. A family is a household consisting of at least two persons who are related by birth, marriage, or adoption--one of which owns or rents the housing unit. These definitions are included here to help clarify the many categories and statistics included in the U.S. Census. Several different "totals" are arrived at by using the different definitions of "household" and "family." It is important to keep these definitions in mind when making conclusions from the census data.

For planning purposes, household statistics are more useful than general population figures because the household is the basic economic and residential unit of the community. Planners usually refer to household data when assessing a community's housing needs.

In 1980, the 50,554 residents of Baldwin Park, 49,887 of whom were members of households, comprised 13,923 households. This averages 3.58 persons per household. As discussed in the demographics section of this report, the average household size as of 1987 in Baldwin Park is estimated at 3.87, with an estimated total of 16,236 households as of January 1, 1988. Table H-8 shows a comparison of the number of families and single persons in the city in 1980. As would be expected, families make up most of the households. However, a look at both Table H-8 and previous Table H-7 indicates that a considerable number of families in Baldwin Park do not own their dwellings. Of all dwelling units in 1980, about 60 percent were owner-occupied, yet almost 85 percent of the city's households were families. This fact does not take into account single persons who may own their own houses or condominiums. A conservative estimate, therefore, reveals that almost one-fourth of Baldwin Park's families live in rental units.

The average household size in Los Angeles County is estimated at 2.83 as of 1987, while Baldwin Park's is 3.87. Such a relatively high household size indicates overcrowded living conditions. According to the U.S. Census, an overcrowded household is one which averages more than 1.01 persons per room.

In Baldwin Park in 1980, over 20 percent of the housing units were overcrowded; county-wide, the figure was 11 percent. These statistics lend evidence to a visual inspection of the city. Many of the older houses are small by any reasonable standard, and many garages have been converted to include living quarters. Overall, house lots are small, usually about one-seventh of an acre. Also, a general lack of yard space, especially in apartment complexes, gives a visual impression of overcrowdedness.

### Special Needs Groups

Overcrowded households are included in what State housing authorities define as "special needs groups." These groups include those listed in Table H-9. Due to the special economic and household-related circumstances these groups encounter, they require special consideration when housing needs are assessed. Table H-9 shows that minorities, large families, and overcrowded households comprise the largest special needs groups in Baldwin Park. A household can be included in more than one of these categories because the definitions are not mutually exclusive. For example, unless living in a relatively large house, a family with more than five members will probably be counted under both the "Large Families" and "Overcrowded" categories.

Neither the U.S. Bureau of the Census nor the State Department of Finance calculates special-needs-groups data by tenure. However, by extrapolating the tenure data in Table H-7, an estimate of owners and renters can be made according to special needs groups, as shown in Table H-9.

### Income

The median income is that point where 50 percent of the people earn more and 50 percent earn less. It is not necessary that anyone earn the exact income identified by the median. The median is simply the halfway point between all wage-earners. Table H-10 depicts median incomes in 1980 for Baldwin Park and surrounding cities. The median income in Baldwin Park is slightly below the Los Angeles County median, while Covina's and West Covina's are well above it. A convenient way to divide incomes relative to the median is defined in Table H-11. The four categories--Very Low, Low, Moderate, and Upper--help paint a clearer picture of the household economic situation in Baldwin Park. In 1980, over 40 percent of the households in the city fell within the Very Low and Low income categories. This statistic relates to another term that is often used to help define those in financial need: poverty.

Poverty level thresholds are established by the Census Bureau based on national averages. They do not take into account regional or local variations in the price of food, clothing, and shelter. The thresholds use an index that considers size of family, number of dependents, and age of households. In 1979, the poverty threshold for a family of four was \$7,412.

Although over 30 percent of Baldwin Park's households are considered in the upper-income level (as defined in Table H-11), many households are below the poverty level. Table H-12 depicts poverty status in Baldwin Park by household type. Of particular note is a situation that is fairly common nation-wide: female-headed households are most afflicted by

poverty. In Baldwin Park, over 35 percent of female-headed households live below the poverty level. Female-headed households with children, where no spouse or father is present, are hardest hit of all; four of every ten live below the poverty level.

No matter how low a household's income, the household is not considered in need of housing assistance unless it pays more than it can realistically afford for housing. The Federal Department of Housing and Urban Development (HUD) has determined that any household that pays more than 30 percent of its gross monthly income for housing should be eligible for housing assistance. This situation occurs especially in low-income households. Tables H-13 and H-14 compare household income with how much of the income is spent for housing. An upper-income household typically spends a lower percentage of its income on housing than does a lower-income household. A middle-income household often chooses to overextend its housing budget in order to build equity on a home, as depicted in the second block of Table H-13. If mortgage payments become unmanageable, a homeowner can put the house up for sale. With renters, however, no such option is available.

Table H-15 shows that the median rent in Baldwin Park, at almost \$300 in 1980, was close to the county median. According to the 1980 Census, 44 percent of Baldwin Park's rental households paid more than 30 percent of total income for rent. For homeowners, the median value of a house in 1980 was \$61,500 in Baldwin Park and \$87,400 county-wide. To make mortgage payments, 25 percent of Baldwin Park's homeowners spent more than 30 percent of their income. This information shows a significant imbalance in Baldwin Park; in general, housing costs are too high relative to the incomes of the residents.

Baldwin Park has experienced a substantial increase in multi-family unit construction over the past several years, as noted previously. Correlated with this new development are the housing costs listed in Tables H-16 and H-17. As would be expected in a growing city, housing costs have escalated. Single-family housing costs in Baldwin Park have risen over 20 percent since 1986 (see Table H-17). Three-bedroom houses account for over one-half of the total houses sold. These rapidly rising housing costs depict Baldwin Park as a desirable residential community. In any city, however, desirability must be balanced with affordability. This is one of the primary concerns addressed in the General Plan.

Using guidelines established by HUD for 1986, households earning less than \$8,775 ("very low income") should not be expected to spend more than \$2,633 per year (30 percent) for housing. This equals a monthly mortgage or rent of \$219. Even in 1980, the median rent in Baldwin Park was \$299. Today, finding a monthly rent of \$219 is highly unlikely. Therefore, it is expected that most very low income households in Baldwin Park are eligible for some form of housing assistance.

### Housing Conditions

In general, housing units in Baldwin Park are in good condition. Conditions vary between certain areas, and, as might be expected, areas with a higher percentage of owner-occupants generally have

better-maintained units. Problem areas exist, most noticeable in the northern section of the city above Olive Street; the City's 1983 Housing Assistance Program concluded that 28 percent (equaling 553 units) of that area's housing units were substandard. This means that these units did not satisfy Building Code requirements and the minimum Section 8 Existing Housing Quality Standards for safe, decent, and sanitary housing. Except for several contiguous blocks along Maine Avenue, residential units north of Olive are single-family. Currently, this residential area is not part of a redevelopment project, nor has it been targeted by developers for any proposed new residential units. In Baldwin Park overall, 17 percent of the housing units were considered substandard as of January 1983.

#### 4.5 Employment Characteristics

Approximately 17,000 people work within the city limits of Baldwin Park. The city is home to about 2,200 businesses, but the largest employer is the Baldwin Park Unified School District, with approximately 1,500 employees. Some, but certainly not all, of Baldwin Park's workers reside within the city limits. For example, for the 1980 Census, 290 people reported that they lived in Baldwin Park but worked in Pasadena. Employment statistics for both of these populations--residential and business--provide useful information about commuting patterns and housing needs.

##### Employment Characteristics of Baldwin Park Residents

The 1980 Census reported that 64 percent of Baldwin Park's available work force (all persons between 16 and 64 years of age) worked either full- or part-time. Table H-18 lists the general occupations of those 19,000 persons who held jobs. This list provides evidence for describing Baldwin Park as a "blue-collar" city; over one-third of the workers were classified as laborers. Table H-18 pertains to those who reside in Baldwin Park, not to those who work there but reside somewhere else.

Baldwin Park can be considered blue-collar, but not in the stereotyped way--that is, with one wage-earner per family. Over a half of the city's families include at least two workers, as shown in Table H-19. With continually rising housing costs, the two-worker family is fast becoming the rule, and not the exception, throughout the country.

For those residents who work outside Baldwin Park, the city's location affords the benefits of direct access to two primary Los Angeles County transportation routes--the San Gabriel River Freeway (I-605) and the San Bernardino Freeway (I-10). Many Baldwin Park residents use the freeways to commute to work throughout the greater Los Angeles area, and beyond. According to the 1980 Census, over 85 percent (16,372) of Baldwin Park's work force worked in the Los Angeles-Long Beach metropolitan area. About two percent (406) of the force worked outside the metropolitan area. The average travel time to work was 24 minutes, usually in a one-passenger automobile. Less than four of every one hundred workers rode public transportation to work.

## **Business Population**

An estimated 17,000 people work each day in Baldwin Park. Many of these workers commute from other cities into Baldwin Park. The highest percentage of these workers are employed by the manufacturing industry. Table H-20 outlines the city's business population as of 1982.

Recently completed and ongoing redevelopment projects have continued to expand Baldwin Park's commercial and industrial employment. For example, the San Gabriel River Redevelopment Project, in the city's northwest corner, is expected to generate 3,000 new jobs at buildout. Conveniently located off the I-605 Freeway, this industrial complex should attract hundreds of commuters and many new residents to the city.

## **4.6 Constraints**

The constraints discussed below interact and correlate to impede new residential development in Baldwin Park. These constraints need not be accepted as inevitable or "here to stay." The Opportunities section discusses how the City can work within the constraints to achieve desired housing goals for all segments of the population.

**Land Availability** - The lack of large tracts of vacant, residentially designated land places the biggest constraint on residential growth in Baldwin Park. With the exception of scattered, vacant lots within established areas, residential land in the city is completely developed.

**Established Land Use Patterns** - Two major physical barriers help define land use patterns in Baldwin Park. These are the San Bernardino Freeway (I-10) and the Big Dalton Wash, both in the southern half of the city. Although several mobile home parks and multi-family dwellings hold their ground adjacent to the I-10, commercial and industrial uses create incompatible views, noise, and noxious odors which inhibit new residential development. The freeway cuts off two distinct residential areas near the city's southern border: one in the Ledford Street vicinity, and the other near the Walnut Creek/Big Dalton Wash intersection. Big Dalton Wash interrupts residential development for over one and one-half miles within Baldwin Park.

The most homogeneous residential area lies north of Ramona Boulevard. No physical barriers cut through the area. Its consistent character is also based on the lack of large, vacant parcels. This section of the city includes many substandard housing units, as described previously in this report under "Housing Conditions." The area north of Ramona can be considered a constraint to residential development due to its well-established land use patterns. It can, however, also be considered an opportunity for residential redevelopment if the process is sensitive to the existing residential character.

**Market Conditions** - Housing in Baldwin Park is becoming increasingly more expensive. New units will be absorbed readily into the market place only if the new households have higher incomes or if the housing costs are kept below market rate through redevelopment funds or government programs. The housing market, however, fluctuates beyond the control of the Baldwin Park Redevelopment Agency. Such fluctuations may hinder the agency's efforts to provide new, affordable housing. Redevelopment monies can encourage private developers to construct units even during periods of high interest rates and high construction costs, but market conditions influence all private development decisions in the final analysis.

**Government Obstacles** - Governmental obstacles may be administrative, institutional, or political. Government agencies may place administrative constraints on growth through the adoption and implementation of land use policy plans and ordinances, such as the multi-family building moratorium that went into effect in August 1987. The General Plan may limit growth in areas set aside for residential development, and zoning ordinances may impose further restrictions.

Standard bureaucratic procedures often present a major obstacle to new residential development. If project-review procedures are time-consuming or cumbersome, residential developments may not be constructed as quickly as possible; this results in developers who are hesitant to build in the city. The fast rate of multi-family development in Baldwin Park's recent past has resulted in a building moratorium. When more multi-family development is considered appropriate and the moratorium is lifted, hopefully developers will consider Baldwin Park a desirable environment.

Political constraints cannot be anticipated as readily as administrative or institutional obstacles. Public opinion plays a major role in the decision making process, and some elected officials may be hesitant to approve projects that have not gained public support. In particular, housing projects for low-income households and high-density residential developments are often unpopular, even though such projects may be necessary to attain subscribed housing goals.

**Environmental Constraints** - No known earthquake faults traverse Baldwin Park, nor is the city subject to flooding, slope erosion, landsliding, or other similar natural hazards. Natural occurrences, therefore, should not constrain residential development. Man-made hazards, however, could restrict growth in certain areas.

As mentioned above, noise and odors generated by the freeways and adjacent industries result in irritation, and possible health hazards, to nearby residents. An additional and perhaps greater health risk involves the presence of hazardous materials and chemicals on transport vehicles and industrial sites. New residential projects should not be located near or downwind from these sites. Vehicles, including trains, transporting potentially lethal substances should not travel near residential developments.

An additional concern involves waste dumps and disposal sites from past industrial operations which may no longer be in use. The long-range and uncertain hazards produced by former sites could pose problems for planning new residential developments.

#### 4.7 Opportunities

Constraints provide the boundaries for opportunity. Constraints do not eliminate opportunity but rather define its framework. The following discussion addresses the potential for opportunities in Baldwin Park within the framework of the city's constraints.

**Land Availability** - Vacant parcels lie scattered throughout the city. Some of these are located near industrial zones, but others lie within well-established residential areas. These vacant parcels can be developed individually in accord with existing lot lines and zoning regulations; visible in many cases throughout Baldwin Park are dense multi-family complexes developed under the existing General Plan and current zoning ordinances. One option is to consolidate adjacent lots in order to create alternative and more spacious site plans for residential developments. If such developments are sensitive to existing residential patterns, new single-family and multi-family housing can blend in with and retain the neighborhood fabric without turning its back on existing housing. The Baldwin Park Redevelopment Agency could play a vital role in implementing these projects.

**Existing Land Use Patterns** - Several residential areas are adjacent to incompatible land uses, especially near the San Bernardino Freeway and the northwest industrial zone. The opportunities to improve the transitions between different uses are available in Baldwin Park because the most critical areas are within redevelopment projects. The San Bernardino Freeway corridor is within the Delta, Sierra Vista, and Puente-Merced redevelopment project areas. The industrial zone in the city's northwest corner comprises the San Gabriel River Redevelopment Project. The City's ability to guide these and other projects can be improved further by the adoption of specific plans. Although the redevelopment projects are concerned primarily with industrial and commercial activities, it is no less important to address the relationships between these activities and the residential areas nearby.

In locations where vacant residential lots are adjacent to obtrusive and potentially hazardous noise sources (e.g., freeways and railroads), sound walls can help reduce noise levels. Landscaping can help reduce the visual blandness of the walls. This is a typical case in which a constraint can result in creative improvements.

**Market Conditions** - Little can be done to control the housing market; this lack of control is simply the result of the American economic system. In Baldwin Park, most residential development occurs on an infill, lot-by-lot basis. Overall market forces are not always evident on such a small

scale, but over larger areas and longer times, housing economic patterns and trends become apparent. Although redevelopment can partially offset market conditions, it cannot reverse them.

**Governmental Obstacles** - Both administrative and institutional constraints can be overcome by amending land use regulations and policies and by simplifying the development process. Consistent application of zoning and code enforcement can help in upgrading currently blighted areas and preventing blight in others. The political complications, however, seem to persist; no General Plan or zoning revision can eliminate the complexities of politics.

The development process requires various governmental approvals and permits. The City of Baldwin Park, like all incorporated cities, issues permits for engineering, drainage, grading, planning, public works, electrical, building, and other aspects of new development. Some of the processing fees for single-family and multi-family projects in Baldwin Park are listed in Table H-21.

**TABLE H-1**  
**GROWTH IN BALDWIN PARK**  
**1960 - 1987**

YEAR	Population	Percent Increase
1960	33,915	-
1970	47,285	39%
1980	50,554	7%
1987	62,200	23%

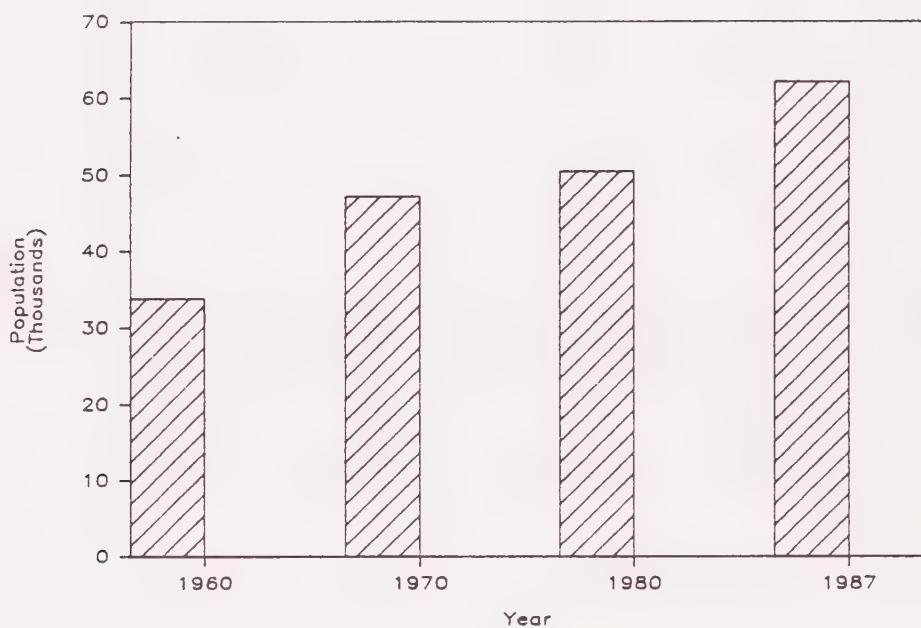
Source: U.S. Bureau of the Census and California  
 Department of Finance

**TABLE H-2**  
**POPULATION TRENDS**  
**BALDWIN PARK AND SURROUNDING AREAS**  
**1970 - 1987**

Jurisdiction	1970	1980	1987	1970-1987 Percent Increase
Los Angeles County	7,040,697	7,477,421	8,403,500	19%
Baldwin Park	47,285	50,554	62,200	32%
El Monte	69,892	79,494	93,900	34%
Covina	30,395	32,746	42,450	40%
West Covina	68,034	80,292	93,400	37%

Source: U.S. Bureau of the Census and California Department of Finance

1960-1987



SOURCE: U.S. Bureau of the Census; California Dept of Finance; CBA



Figure H-1  
(see Table H-1)  
Population Growth

TABLE H-3  
RACE AND ETHNICITY  
1980

Race/Ethnicity	Population	Percent of Total
White	35,488	74%
Black	648	1%
American Indian	500	1%
Asian	2,150	4%
Other	11,768	20%
TOTAL	50,554	100%
Spanish Origin (1)	29,363	58%

(1) People of Spanish Origin are already included in the White, Black, or Other population numbers; therefore, the Spanish Origin category is not included in the total population number.

Source: U.S. Bureau of the Census

**TABLE H-4**  
**AGE CHARACTERISTICS OF THE POPULATION**  
**1970 and 1980**

1970			1980		
Age Group	Population	Percent of Total	Age Group	Population	Percent of Total
0 - 4 years	5,567	12%	0 - 4 years	5,845	12%
5 - 14	11,276	24%	5 - 14	10,341	20%
15 - 19	4,205	9%	15 - 19	4,920	10%
20 - 59	21,734	46%	20 - 59	24,699	49%
60 - 64	1,424	3%	60 - 64	1,608	3%
65+	3,079	6%	65+	3,141	6%
Total	47,285	100%	Total	50,554	100%

Source: U.S. Bureau of the Census

TABLE H-5  
AGE OF HOUSING STOCK  
IN 1987

Year Built	Units	Percent of Total
1939 and before	1,228	7%
1940 - 1949	2,173	13%
1950 - 1959	4,737	28%
1960 - 1969	4,437	26%
1970 - 1979	1,778	11%
1980 - 1987	2,548 (1) (382)	15%
Total	16,519	100%

(1) A total of 2,548 housing units was constructed in Baldwin Park from Jan. 1, 1980, through Sept. 1987. During this same period, 342 units were demolished and 40 mobile homes were removed, although their years of construction are unavailable. Therefore, the net total of housing units in Baldwin Park is 16,519 (16,901 minus 382).

Source: U.S. Bureau of the Census; City of Baldwin Park; and California Department of Finance

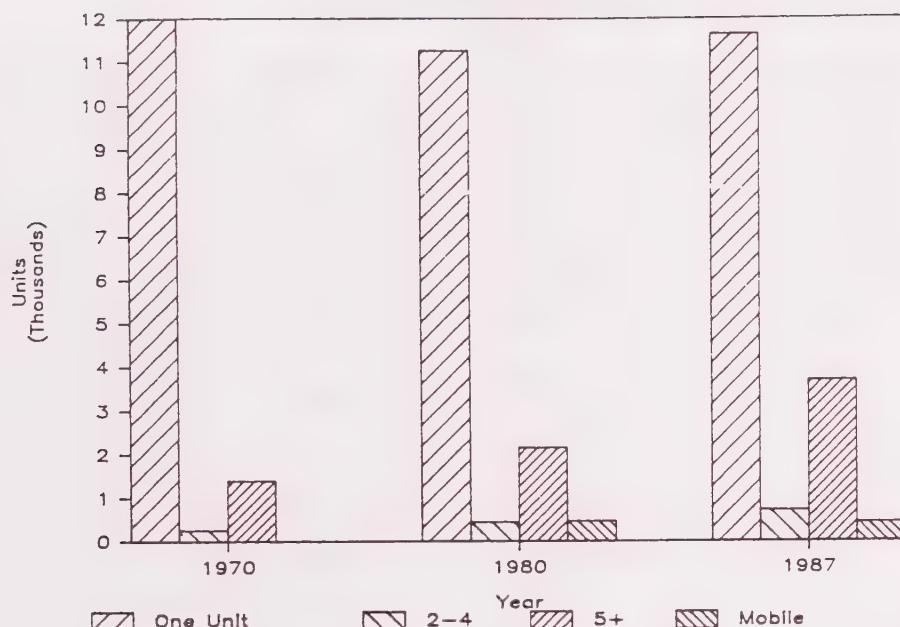
TABLE H-6  
HOUSING UNIT TYPE  
1970 - 1987

	1970		1980		1987	
	#	%	#	%	#	%
Single-Family	11,993	88%	11,262	79%	11,652	71%
2 - 4 Units	264	2%	452	3%	708	4%
5+ Units	1,399	10%	2,164	15%	3,710	22%
Mobile Homes (1)	-	-	475	3%	435	3%
Total	13,656	100%	14,353	100%	16,505	100%

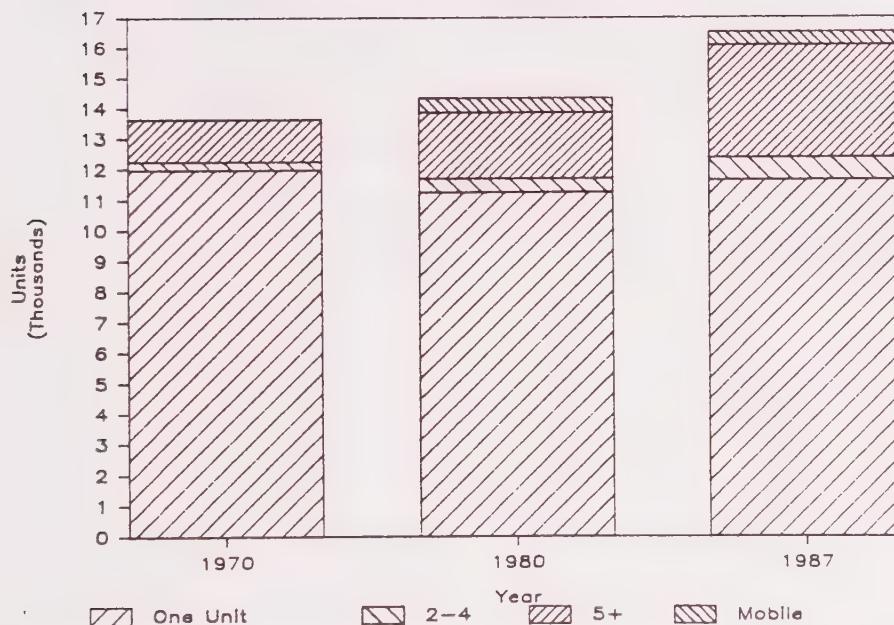
(1) 1970 Census includes mobile homes in single-family category.

Source: U.S. Bureau of the Census; California Department of Finance; City of Baldwin Park; and CBA.

1970-1987



1970-1987



NOTE: 1970 Census includes mobile homes in single-family category.

SOURCE: U.S. Bureau of the Census; California Dept. of Finance; City of Baldwin Park; CBA

**TABLE H-7**  
**TENURE OF HOUSING**  
**1980**

Tenure	Units	Percent of Total
Owner-Occupied	8,782	61%
Renter-Occupied	5,141	36%
Vacant	430	3%
Total	14,353	100%

Source: U.S. Bureau of the Census

**TABLE H-8**  
**HOUSEHOLD CHARACTERISTICS**  
**1980**

Household	Number	Percent of City Total (1)
Families	11,630	84%
Singles	1,853	13%

Number of Households, 1987: 16,236

Number of Households, 1980: 13,923

Average Household Size, 1987: 3.87

Average Household Size, 1980: 3.58

Average Household Size, 1970: 3.51

(1) Percentages do not add up to 100 because all households are not included in these categories. Percentages are in relation to Baldwin Park total households.

Source: U.S. Bureau of the Census; California Department of Finance

**TABLE H-9**  
**GROUPS WITH SPECIAL NEEDS**  
**1980**

Group (1)	City Total	Percent of City Total	Own	Rent
Elderly (65+)	1,755 households	13%	1,106	649
Handicapped (work disability, age 16-64)	518 persons	2% (3)	326	192
Large Families (5+ members)	3,847 housing units	28%	2,424	1,423
Overcrowded (1.01+ persons per room)	2,910 housing units	21%	1,833	1,077
Minority (2)	15,066 persons	30%	9,492	5,574
Female Head	1,923 families	17%	1,211	712

(1) Persons may be counted in more than one group.

(2) Includes all non-white categories.

(3) 2% of all persons aged 16-64 have a work disability.

Source: U.S. Bureau of the Census

**TABLE H-10**  
**MEDIAN HOUSEHOLD INCOME**  
**BALDWIN PARK AND SURROUNDING AREAS**  
**1980**

Jurisdiction	Median Income	Percent of County Median
Los Angeles County	\$17,551	-
Baldwin Park	16,439	93.7%
El Monte	13,823	78.8%
Covina	20,875	118.9%
West Covina	24,376	138.9%

Source: U.S. Bureau of the Census

**TABLE H-11**  
**HOUSEHOLD INCOME CHARACTERISTICS**  
**1980**

Income Level (1)	Households	Percent of Total
Very Low	3,377	24%
Low	2,375	17%
Moderate	3,506	25%
Upper	4,751	34%
<b>TOTAL</b>	<b>14,009 (2)</b>	<b>100%</b>

Median Household Income: \$16,439

Percent of Families Below Poverty: 13.2%

- (1) Very Low income is defined as earning less than 50 percent of the County median. Low income is between 51 and 80 percent of the County median. Moderate income is between 81 and 120 percent. Upper income is over 120 percent of the County median.
- (2) The total number of households in this table differs from the total of 13,923 presented elsewhere due to the Census's suppression of data for confidentiality, as described in the Introduction to the Census document. Therefore, the actual number of households in Baldwin Park in 1980 was 14,009; however, many Census calculations were based on a total of 13,923 households.

Source: U.S. Bureau of the Census

**TABLE H-12**  
**POVERTY STATUS BY HOUSEHOLD TYPE**  
**1980**

Household Type (1)	Households Below Poverty Level		Households Above Poverty Level	
	Number	% of Total	Number	% of Total
Elderly (65+)	99	10%	892	90%
Families	1,545	13%	10,131	87%
With Children Under 18	1,323	16%	6,803	84%
Female Head	643	36%	1,166	64%
With Children Without Children	586 57	41% 14%	828 338	59% 86%

(1) Categories are not mutually exclusive because a household may be tabulated in two categories; e.g., a female-headed household might also be counted in the family category.

Source: U.S. Bureau of the Census

**TABLE H-13**  
**HOUSING COSTS AS PERCENTAGE OF INCOME**  
**1980**

Income/Cost	Renters	Owners
Less than \$10,000 Spent less than 25% Spent 25-29% Spent 30% or more	119 121 1,592	493 120 759
\$10,000 - \$19,999 Spent less than 25% Spent 25-29% Spent 30% or more	1,071 384 498	1,327 296 796
\$20,000 or more Spent less than 25% Spent 25-29% Spent 30% or more	932 29 13	3,163 283 293

Source: U.S. Bureau of the Census

**TABLE 14**  
**HOUSEHOLDS PAYING GREATER THAN**  
**THIRTY PERCENT OF INCOME FOR HOUSING**  
**1980**

Status	Household Income			Total
	Less than \$10,000	\$10,000 to \$20,000	More than \$20,000	
Owners	759	796	293	1,848
Renters	1,592	498	13	2,103
Total	2,351	1,294	306	3,951

**TABLE H-15**  
**HOUSING COSTS**  
**BALDWIN PARK AND SURROUNDING AREAS**  
**1980**

Jurisdiction	Median Value	Median Rent
Los Angeles County	\$87,400	\$295
Baldwin Park	61,500	299
El Monte	66,000	270
Covina	83,900	348
West Covina	83,300	471

Source: U.S. Bureau of the Census

**TABLE H-16**  
**HOUSING COSTS**  
**1987**

Unit Type	Range
<b>Sales:</b>	
New Single-Family	\$100,000 - 120,000
Existing Single-Family	75,000 - 85,000
Condominium	70,000 - 90,000+
<b>Rentals:</b>	
One/Two Bedroom Apartment or Duplex	\$450 - 550/month
Two/Three Bedroom House	600 - 800/month

Source: Baldwin Park Chamber of Commerce, August 1987 data.

**TABLE H-17**  
**SINGLE-FAMILY HOUSING COSTS**  
**MAY 1986 - JANUARY 1988**

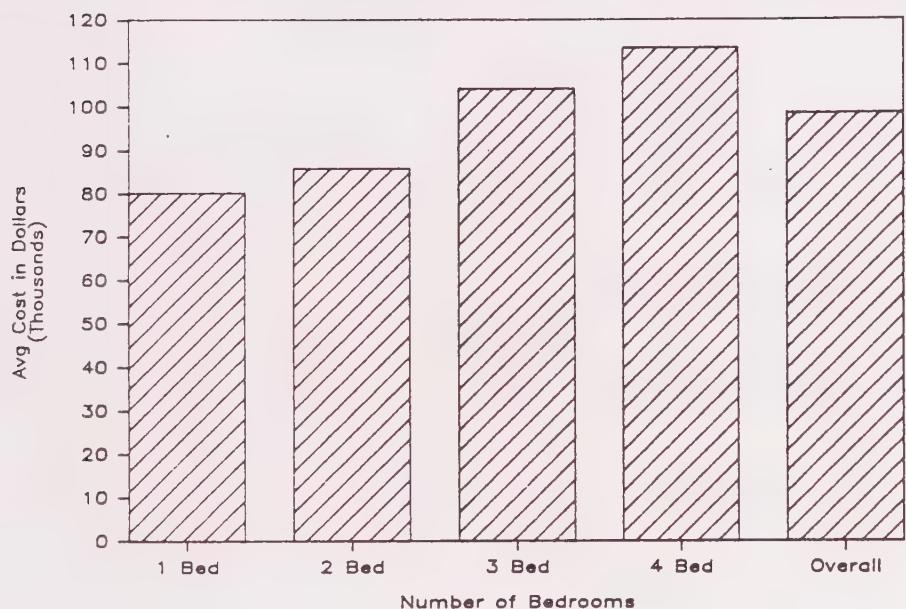
Average Cost	5/86 - 2/87	8/87 - 1/88	5/86 - 1/88
One Bedroom	\$ 65,000 (1)	\$ 85,330 (3)	\$ 80,250 (4)
Two Bedroom	78,340 (19)	92,210 (23)	85,940 (42)
Three Bedroom	91,150 (23)	111,340 (43)	104,300 (66)
Four Bedroom	104,600 (5)	117,700 (11)	113,610 (16)
Overall Average	86,940 (48)	105,720 (80) <sup>1</sup>	98,690 (128)

(00): Number of houses sold in each category

<sup>1</sup> One 7-bedroom house, which sold for \$275,000, was left out of this column to avoid skewing the average.

Source: California Market Data Cooperative (listings of sales for 128 houses in Baldwin Park)

Average Costs May 1986-January 1988



SOURCE: California Market Data Cooperative and CBA

**BALDWIN**  
General  
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Figure H-3  
(see Table H-17)  
Single Family Housing

**TABLE H-18**  
**OCCUPATIONS OF RESIDENTS**  
**1980**

Occupation	Number of Workers	Percent of Total
Managerial or Professional	1,830	10%
Technical, Sales, Administrative, Support	4,554	24%
Service	2,419	13%
Farming, Forestry, Fishing	430	2%
Precision Production, Craft, Repair	3,394	18%
Operators, Fabricators, Laborers	6,464	34%
Total	19,091	101% (due to rounding)

Source: U.S. Bureau of the Census

**TABLE H-19**  
**WORKERS IN FAMILY**  
**1980**

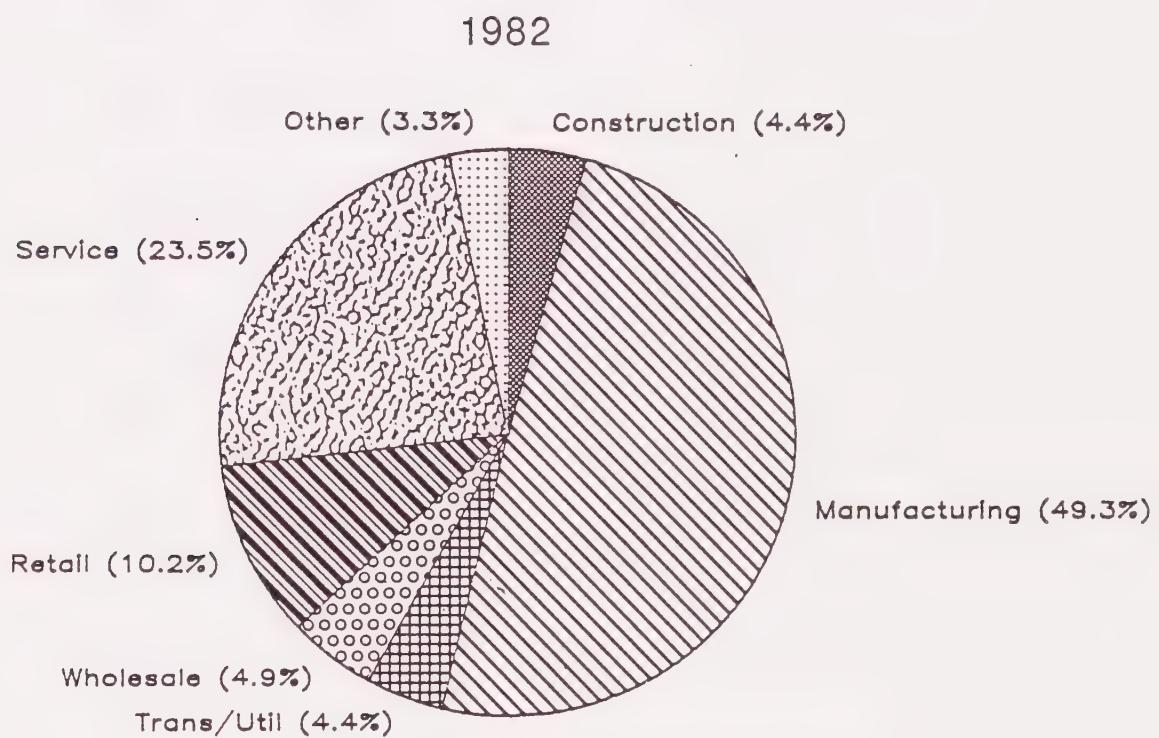
Number of Workers in Family	Number of Families	Percent of Total
0	1,272	11%
1	4,292	37%
2 or more	6,112	52%
<b>TOTAL</b>	<b>11,676</b>	<b>100%</b>

Source: U.S. Bureau of the Census

**TABLE H-20**  
**BUSINESS POPULATION**  
**1982**

Labor Market	Number of Workers	Percent of Total
Construction	738	4%
Manufacturing	8,295	49%
Transportation/ Trucking/Public Utilities	733	4%
Wholesale Trade	829	5%
Retail Trade	1,717	10%
Services	3,959	24%
Finance/Insurance/ Real Estate	356	2%
Agriculture/Forestry	20	less than 1%
Mining	181	1%
<b>TOTAL</b>	<b>16,828</b>	<b>99% (due to rounding)</b>

Source: Small Business Development Center of Los Angeles County and  
Baldwin Park Chamber of Commerce



SOURCE: Small Business Development Center of Los Angeles County; Baldwin Park Chamber of Commerce; CBA

**BALDWIN**  
**PARK** General Plan Program

Figure H-4  
(see Table H-20)  
Business Population

TABLE H-21  
BALDWIN PARK PROCESSING FEES FOR SINGLE-FAMILY  
AND MULTI-FAMILY PROJECTS

Type of Permit	Cost
Final Tract Map	\$200 + \$15/lot
Final Parcel Map	\$150 + \$15/lot
Plan Check <sup>1</sup>	\$178.91
Building Permit <sup>1</sup>	\$275.25

<sup>1</sup>Fee based on money value of proposed structure;  
base value assumed to be \$40,000.

Source: City of Baldwin Park Resolution No. 87-50,  
June 3, 1987.

## **Appendix to the Housing Element**

The State Department of Housing and Community Development (HCD) made initial comments on the Baldwin Park Housing Element and Technical Report on December 12, 1988 in a phone call placed to Cotton/Beland/Associates. Relevant comments from HCD are paraphrased below, with the responses included in the document text, as referenced.

**Comment:** The Housing Element should include the City's policy concerning manufactured housing and its siting.

**Response:** This information has been added to page HE-20 of the Housing Element, under the heading "Variety of Housing Types."

**Comment:** Tenure data (owner/renter) should be provided for elderly, overcrowded, and large households.

**Response:** Although the U.S. Bureau of the Census and the State Department of Finance do not calculate these statistics, estimates have been added to Table H-9 on page HTR-20 of the Technical Report. The estimates are based on the numbers of owner-occupied and renter-occupied dwelling units in the city included in Table H-7 on page HTR-19.

**Comment:** The total number of households in Baldwin Park was difficult to locate in the document.

**Response:** This information from the 1980 Census was, and is, included on page HTR-4 ("Household Characteristics") and in Table H-11 on page HTR-21 of the Technical Report. The most recent estimate from the Department of Finance has been added to page HTR-4. A footnote concerning total households in Baldwin Park has been added to Table H-11. The total number of households has also been added to Table H-8 on page HTR-19 of the Technical Report.

**Comment:** Of the 2,498 substandard dwelling units identified in Baldwin Park (see page HE-12), are any targeted for demolition by the City?

**Response:** The City's response has been added to page HE-14 ("Substandard Housing") of the Element.



# Baldwin Park General Plan

Conservation  
and Open Space Element

 January 1989

**BALDWIN**  
**PARK** General Plan Program



## **CONSERVATION AND OPEN SPACE ELEMENT**

### **1.0 INTRODUCTION**

#### **1.1 State Requirements**

State planning law requires every general plan to include an open space element [Section 65302(e)] and a conservation element [Section 65302(d)]. The conservation element serves to protect and maintain California's natural resources and to prevent their wasteful exploitation and destruction. The open space element must identify goals, policies, and specific implementation measures for managing Baldwin Park's open space. The Baldwin Park Conservation and Open Space Element incorporates in one document the required components of both the conservation and open space elements. The issue areas analyzed include air quality, groundwater, and open space, parks, and recreation. Flood control, which is closely associated with conservation, is analyzed in the Safety Element.

The Element's format is designed for periodic updating, which may be required after the General Plan's adoption. The Technical Report discusses existing conditions that may change in the future. Updating the Technical Report, which should be considered an ongoing part of the General Plan process, need not require alterations to the Element itself.

#### **1.2 Issues Identification**

Because Baldwin Park is almost completely built out, natural resources and open space are limited. Many of the conservation concerns relevant in less-developed cities are not applicable to Baldwin Park. The city does not contain any forests, bodies of water, or agricultural land, nor is it a significant plant or wildlife habitat. Urbanization and construction have, over time, replaced and disturbed soils. Substantial mineral deposits are nonexistent. Therefore, conservation issues are restricted primarily to water and air quality. Open space issues focus on maintaining and enhancing what is already present, including the potential for utilizing man-made water channels and utility rights-of-way.

## Natural Resources

**Air Quality** - Baldwin Park lies within the South Coast Air Basin, an area known for its air quality problems. The combination of high levels of pollutants and unique meteorological conditions throughout the basin create a potentially unhealthy environment. Air quality problems in Baldwin Park result from emissions from both local and regional sources. Primary air polluters in the city include industries as well as the many thousands of cars and trucks operating on local roadways and the freeways.

The Federal Clean Air Act requires that all areas prepare plans for the attainment and maintenance of Federal clean air standards. Regionally, the Lewis Air Quality Management Act requires that the South Coast Air Quality Management District (SCAQMD) and the California Association of Governments (SCAG) prepare and regularly revise a plan that demonstrates how the area can meet both Federal and State standards at the earliest possible date by using reasonable control measures.

SCAQMD, in conjunction with SCAG, has developed a series of plans and programs designed to reduce air pollution levels in the basin. One such comprehensive policy statement is the Air Quality Management Plan (AQMP). Plans and programs include both innovative land use planning strategies to help reduce vehicular emissions, and sophisticated technological answers to point source pollution. Every jurisdiction has the responsibility to adopt regulations intended to achieve regional air quality standards and goals.

**Water Resources** - Water resources in Baldwin Park are limited to the reservoirs and wells that provide drinking water to the community. Three water companies provide service to Baldwin Park through a combination of underground wells, reservoirs, the San Gabriel River, and contracts with the Metropolitan Water District (MWD).

Water quality control responsibilities for the San Gabriel Valley rest with the Environmental Control Agency (EPA), the State Department of Health Services, the Los Angeles Regional Quality Control Board, and Los Angeles County. The California Safe Drinking Water Act sets standards for public water systems. In recent years, the San Gabriel Valley--including Baldwin Park--has been plagued by groundwater pollution. This problem has resulted in the shutting down or restricted use of about 70 wells. Because affected wells are shut down

immediately, the problem is primarily one of supply, not of public health. If wells continue to become contaminated, the supply of groundwater to the region could be severely reduced. This potential situation is of regional concern to cities throughout the San Gabriel Valley. No supply shortage in Baldwin Park is foreseen during the life of this General Plan.

Although Baldwin Park has some wells shut down and others requiring treatment, water quality meets governmental standards and poses no serious health hazard to the community. Groundwater is frequently tested, and any supplies not meeting standards are immediately taken out of operation.

**Open Space** - Open space resources in Baldwin Park are limited to existing parks, school grounds, utility rights-of-way, and water channel areas. A 2.5-acre expansion of Morgan Park, which covers over nine acres near the Central Business District, has been proposed by the Department of Community Services. Immediately beyond the city's northern boundary, the Santa Fe Dam Recreation Area offers almost 700 acres of public open space. Within the city, over 530 acres are designated as open space.

Underutilized open areas with potential for passive or active recreational use include: the San Gabriel River channel, Walnut Creek Wash, Big Dalton Wash, the DWP electrical transmission right-of-way, and the Southern California Edison right-of-way. Currently the flood control areas are available for bicycles and horses. If put to use--for example, as walking trails or exercise courses--these linear stretches can bridge sections of the city into a continuous network.

Baldwin Park offers five City parks and seventeen school playgrounds for recreation. Plans for expanding and upgrading Morgan Park were announced in September 1987. A new Community Center has been approved by the City; the existing Activities Building includes meeting rooms, cooking facilities, and a game room. The Senior Citizens Center also has meeting rooms.

Each of the school sites provides ball fields, basketball courts, tables, benches, and a gym. Morgan Park offers the most activities of any recreation area in the city, including tennis, horseshoes, basketball, and volleyball. Table OS-1 in the Conservation and Open Space Technical

Report identifies Baldwin Park's public recreation facilities.

Morgan Park is centrally located, with the other City parks located south and west near the city's periphery. The area north of Los Angeles Street contains six elementary school sites but no parks. About 60 percent of Baldwin Park's City park area is located south of Ramona Boulevard. Because most of Baldwin Park's open space is comprised of school sites, any school closing might adversely affect open space opportunities. If a school site does become available, the City could possibly create a public park in its place, if funds were available.

The City of Baldwin Park Recovery Action Program, completed in 1981, notes a lack of soccer fields and desirably located park land. Presently, children often play soccer in front of the Activities Building. The program also identifies a lack of multipurpose adult sports facilities, such as public gyms. Currently, school gyms require advanced reservations.

## 2.0 PROPOSALS

### 2.1 Park Facilities and Open Space Plan

Baldwin Park's parks and recreation facilities are vital to the community, especially since the city has no vast open space areas and much of the high-density residential development does not provide adequate play areas. The goals and policies contained in the Conservation and Open Space Element recognize the importance of maintaining and upgrading existing facilities, as well as continually investigating new open space possibilities.

The various functions of parks are largely determined by physical factors such as acreage, facilities, and location. However, the manner in which residents use a park, regardless of its physical description, will help define that park for the community. For example, is the park usually used by families for picnics? Is it used primarily by teenagers for after-school get-togethers? Over time, parks establish these patterns of activity that are not directly related to their physical characteristics. For this reason, it is equally important to consider the human factors in both describing a park's functions and analyzing the need for future improvements.

The existing parks, with both existing and proposed facilities as described in the Conservation and Open Space Technical Report, are expected to adequately serve the community's needs during the time frame of this General Plan. The potential increase in Baldwin Park's population, and new residents' needs for open space and recreation, is directly related to the City's land use policy. The Land Use Element is concerned specifically with identifying potential development in Baldwin Park and guides the type, location, and density of future land use.

Based on the land use policy and the subsequent potential population buildout, as described in the Land Use Element and calculated on a parcel-specific basis, Baldwin Park could be home to about 68,727 people. Assuming that the ultimate buildout population is reached, the city will have a ratio of 3.0 acres of parks, including school areas, for each 1,000 residents. This ratio is within the National Recreation and Parks Association (NRPA) recommended standard of 2.5 acres per 1,000 residents. According to this standard, Baldwin Park will still have about 30 acres of parks over the minimum recommendation

even after total buildout. However, the majority of the city's park land is under the control of the Baldwin Park Unified School District. The City currently controls 20.5 acres, or 10 percent, of the total park land.

Figure OSE-1 identifies existing open space, including parks and school areas. These sites correspond to the Open Space designated areas on the General Plan Land Use Policy Map. It must be noted that open space areas that are currently not maintained parks, such as utility rights-of-way, should be developed as recreational space if possible. These linear lands could provide recreational opportunities of their own, such as jogging and bicycling, while creating a network connecting City parks and school playgrounds.

Specific improvements can be made to existing park facilities to enhance both their function and appearance. The City of Baldwin Park Recovery Action Program details many possible improvements in both descriptive and graphic terms. Walnut Creek Nature Park has recently been upgraded to provide naturalistic settings for a variety of plants and vegetation. Priority projects include implementation of the master plan for Morgan Park, including improved facilities and landscaping; the City has already approved a new 35,000-square-foot community center.

## 2.2 Natural Resources Plan

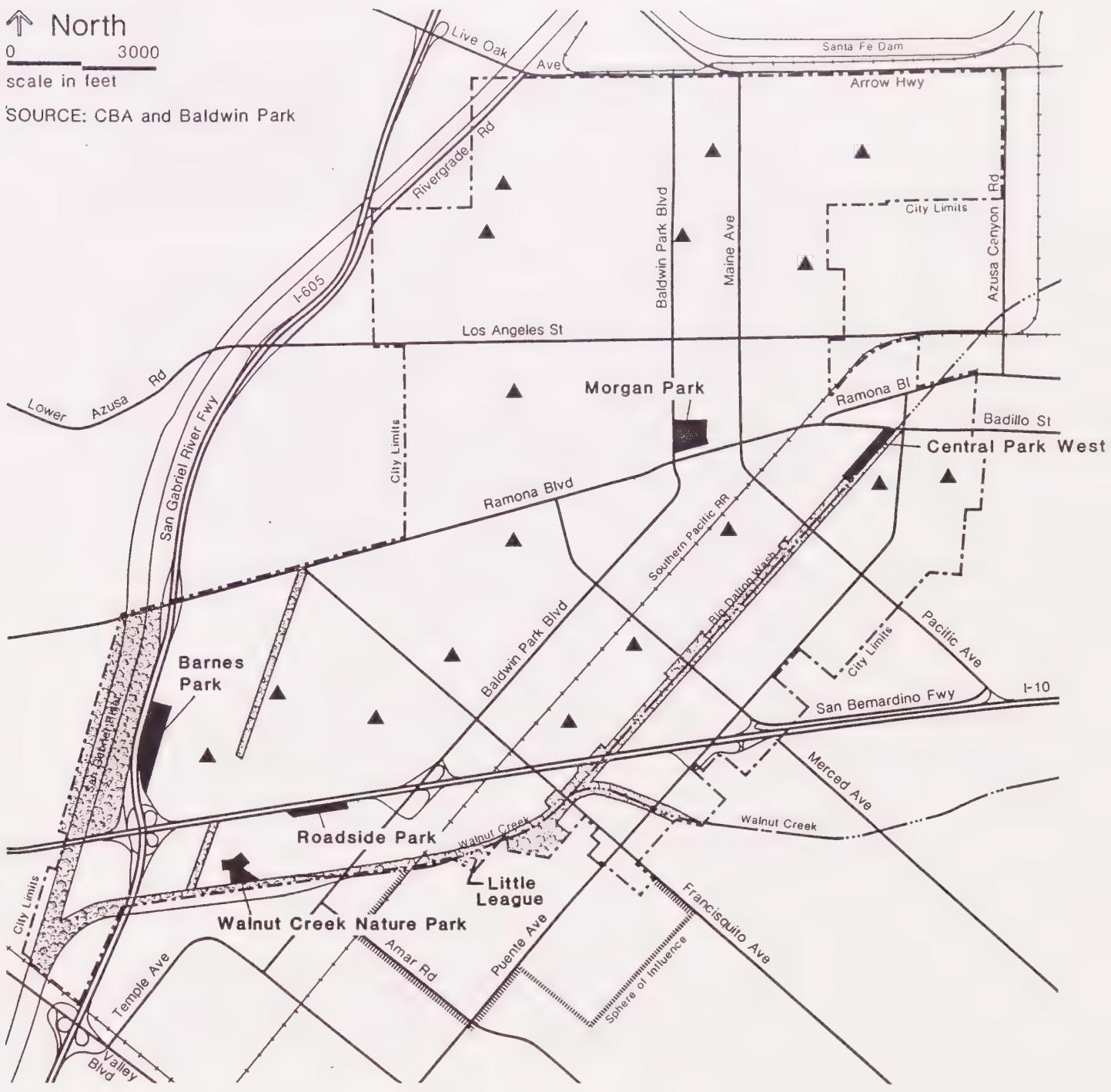
Conservation of mineral, air, and water resources is important at any level. The preservation and protection actions of individual localities and jurisdictions can combine to benefit an entire region. Regional plans and policies offer realistic means for achieving far-reaching conservation goals. Baldwin Park, therefore, should continue to cooperate with State and regional agencies in efforts to improve the environment and to prolong the life of vital, nonrenewable resources.

**Mineral Resources** - Baldwin Park is a highly urbanized area. Substantial mineral deposits are nonexistent. Existing and future industry in the city should be committed to preserving and protecting whatever non-renewable mineral resources are utilized as part of their operations.

**Air Quality** - The South Coast Air Quality Management District (SCAQMD) has published, and continues to publish, several documents outlining strategies for improving air quality. Several of these strategies rely on technologically advanced methods and instruments to reduce point source emissions. In order to utilize

↑ North  
0 3000  
scale in feet

SOURCE: CBA and Baldwin Park



- [Solid black square] Parks
- [Black triangle] Schools
- [Dotted line] Rights-of-Way

# BALDWIN PARK

General Plan Program

Figure OSE-1  
Open Space

advanced technology and comply with stricter emissions regulations, many industries will need to install new pollution control devices. Other industries will be encouraged to use cleaner burning fuels, such as natural gas and methanol. Through its development standards, Baldwin Park can help insure that industries comply with SCAQMD requirements.

Motor vehicles account for the highest proportion of emissions throughout the South Coast Air Basin. Consequently, a reduction in total vehicle miles traveled will benefit local and regional air quality. Regional air quality plans recommend several means for eliminating some vehicle trips. Some of these measures include public transportation, transportation management systems, staggered work hours for large employers, and efficient, sensible land use planning. In December 1987, SCAQMD adopted Regulation XV, which requires trip reduction and ridesharing programs in a phased program beginning July 1, 1988 and reaching full operation January 1, 1990, when the regulation will affect all employers who employ 100 or more persons at a worksite. Regulation XV is a detailed program aimed at significantly reducing emissions from commuting vehicles.

**Water Resources** - Water conservation programs are sponsored primarily by water purveying agencies. Among other policies, these agencies recommend the use of drought-resistant landscaping and water-saving irrigation. The City will consider water conservation measures for new construction. Suggested measures include among others, low-flow shower heads and toilets, flow restrictors, drip irrigation, and use of water-tolerant plants. The City will also continue to cooperate with regional water conservation programs.

As for groundwater quality control, Baldwin Park will continue to work with responsible agencies to help ensure a clean, safe supply of groundwater to all residents. Agencies concerned with water quality in Baldwin Park are as follows:

**Local:**

1. Los Angeles Regional Quality Control Board (i.e., California Regional Water Quality Control Board - Los Angeles Region)
2. Metropolitan Water District

**State:**

3. Department of Health Services
4. Environmental Protection Agency

### **3.0 GOALS AND POLICIES**

#### **Conservation and Open Space Goal:**

- 1.0 Enhance Baldwin Park's environmental quality through the preservation, protection, and creation of open space areas by:**
  - Providing conveniently located open space areas which satisfy the current and future recreational needs of all of the city's residents, including all age and socio-economic groups;
  - Developing the city's existing park sites in order to provide adequate, necessary facilities and services in response to both neighborhood and city-wide needs; and
  - Preserving open space and other areas, such as school sites and utility rights-of-way, which may offer recreational opportunities.

#### **Conservation and Open Space Policies:**

- 2.1 Support mass transit projects whenever possible, and require mass transit connections to new projects when appropriate.**
- 2.2 Encourage the compatible preservation of existing mature street trees with street improvements.**
- 2.3 Enhance the environmental quality of Baldwin Park through the preservation and protection of open space areas including, but not limited to, Walnut Creek, Big Dalton Wash, the San Gabriel River, and utility rights-of-way.**
- 2.4 Strictly enforce landscaping requirements for new development.**
- 2.5 Continue to maximize recreational opportunities through joint uses or multi-purpose uses of existing and future open space, such as school facilities.**
- 2.6 Create development standards that require new community open space as a part of new development.**
- 2.7 Increase access to all recreational facilities, including for the disabled and the public transit dependent.**

- 2.8 Coordinate local open space development with regional open space opportunities to satisfy a wide range of recreational demands.
- 2.9 Pursue opportunities for the creation of additional park areas whenever available.
- 2.10 Explore new sources of revenue for recreational facilities.
- 2.11 Develop an historic preservation ordinance for public buildings of historic significance.

## **4.0 Conservation and Open Space Element Technical Report**

### **4.1 Introduction**

This technical report contains an inventory and analysis of natural resources, mineral resources, air quality, water resources, and open space in Baldwin Park.

The State of California requires that a general plan identify ways to protect and manage natural resources. Natural resources include, but are not limited to, water and its hydraulic force, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and air quality. This report identifies the significant natural resources that need to be considered in future planning. The information contained in the report will help the City of Baldwin Park develop goals, policies, and implementation measures for the wise use and preservation of its natural resources.

This technical report also identifies and analyzes those areas of the city commonly known as "open space"--parks, school playgrounds and athletic facilities, undeveloped vacant land, utility rights-of-way, trails, and public recreational facilities. Approximately 95% of the city is developed, so opportunities for acquiring new areas for open space are few. This report focuses on the optimum and efficient use and maintenance of existing open space. Potential expansions of open areas are also identified. The information contained here will help the City form open-space policies and programs.

### **4.2 Natural Resources**

The City of Baldwin Park is a highly urbanized area; approximately 95% of the city is developed. Many of the conservation concerns relevant in less-developed cities are not applicable to Baldwin Park. The city does not contain any forests, bodies of water, or agricultural land, nor is it a significant plant or wildlife habitat. Urbanization and construction have, over time, replaced and disturbed soils. Substantial mineral deposits are nonexistent.

The city does, however, have concerns relevant to natural resources and conservation. These include flood control, air quality, groundwater, and open space. Flood control is discussed in the Safety Element Technical Report. Air quality, groundwater, and open space are analyzed in this report.

## Air Quality

The South Coast Air Basin climate is semi-arid and characterized by moist, mild winters and hot, dry summers accompanied by sea breezes. Wind patterns vary seasonally; western winds prevail in the summer months as do northeasterly winds in the winter months. Local Southern California weather is affected by winter storms moving along the Pacific Coast, warm tropical air masses, and hot, dry Santa Ana winds caused by high-pressure systems in the Great Basin. The dominant daily wind pattern consists of a daytime sea breeze blowing inland from the ocean followed by a night-time land breeze blowing from the inland areas toward the coast.

The climate in Baldwin Park is consistent with the region's temperate weather patterns. The average daily temperatures range from 55 to 74 degrees Fahrenheit. Precipitation averages about 15 inches per year with most occurring during the winter months.

Air pollution is transported and dispersed by weather conditions. Weather factors important to air pollution transport in the South Coast Air Basin are wind speed, wind direction, and atmospheric temperature inversions. Wind conditions control both the local and regional movement of emissions.

Not only does the summer wind carry many pollutants over long distances, but temperature inversions worsen the problem. In summer, the air in the high-pressure center over the Pacific sinks and warms. Near the ocean's surface, the ocean water cools the air. This process results in a shallow, well-mixed layer of marine air, about 1,000 feet deep, capped by a massive layer of warm air. Pollutants emitted near the ground remain trapped within the shallow layer. As each pollutant is added to the layer, the air arriving at the eastern portion of the Los Angeles metropolitan area can become highly polluted with visibly intrusive aerosols and unhealthful, invisible gaseous pollutants. This condition continues and becomes more concentrated until either the inversion breaks up or surface winds increase to disperse the pollution horizontally across a wider area.

Primary air polluters in Baldwin Park include the industries within the city as well as the many thousands of trucks and cars operating on local roadways and on the San Bernardino and San Gabriel River freeways. In addition, air pollution generated by traffic and stationary sources in surrounding cities and in the region contribute to the overall decline in air quality in Baldwin Park.

The South Coast Air Quality Management District (SCAQMD) monitors pollutant levels within the South Coast Air Basin. The basin is divided into 37 source/receptor areas with at least one monitoring station located within each area. Baldwin Park is located within Source/Receptor Area No. 9, which has a monitoring station in Azusa, about four miles northeast of Baldwin Park. Air quality data indicate that, in 1986, pollutant levels

in Area No. 9 never exceeded State or Federal standards for carbon monoxide, nitrogen dioxide, lead, or sulfate. Total suspended particulates exceeded the Federal standard on eight days. Finer particles, defined as "suspended particulates with an aerodynamic diameter of 10 micrometers or less," exceeded the State standard on 34 days.

The pollution problem most apparent in the Azusa-Baldwin Park area is ozone, which results mainly from vehicle engine hydrocarbons. The Azusa Air Monitoring Station exceeded the State standard on 165 days, and the Federal standard on 126 days, in 1986. Ozone is by far the major pollutant in the South Coast Air Basin, but only Glendora and Pasadena--both of which are near Baldwin Park, exceeded the Federal ozone standard more often.

Although SCAQMD utilizes both State and Federal standards, State of California standards are the stricter of the two. Numerical standards, however, cannot be equated with human discomfort. People may encounter breathing difficulties, eye irritation, and other discomforts at pollution levels lower than the standards. Also, the pollution concentrations used for this discussion were measured in Azusa, which has the monitoring station closest to Baldwin Park. Air quality may be worse in the industrial areas or along the freeways in Baldwin Park.

#### Groundwater

The Environmental Protection Agency (EPA), the State Department of Health Services, the Los Angeles Regional Quality Control Board, and Los Angeles County are responsible for monitoring and regulating groundwater in the San Gabriel Valley. In recent years, the San Gabriel Valley has been plagued by groundwater pollution problems. Involving an area of over 40 square miles, trichloroethylene (TCE) and perchloroethylene (PCE) have been found in amounts high enough to warrant the shutting down or restricted use of about 70 wells. These chemicals are suspected to cause cancer.

TCE and PCE have been used since the 1940s as cleaning solvents, especially at machine shops and dry cleaners. Even though strict controls are now in effect, past pollution still contaminates groundwater. Also, illegal dumping, careless handling, and lack of environmental enforcement result in current contamination.

Wells in Baldwin Park have been monitored and found to contain high concentrations of TCE (over five parts per billion) and PCE (over four parts per billion). It must be noted, however, that such wells are shut down immediately, and sometimes permanently if treatment cannot clean the water. The potential problem, therefore, is one of supply, not of public health. If wells continue to become contaminated, the supply of groundwater to the region could be severely reduced.

Baldwin Park is served by three water companies: Valley County Water District, San Gabriel Valley Water Company, and Valley View Mutual Water Company. Each of these suppliers has been operating in the Baldwin Park area decades before the city incorporated. All meet State and Federal standards for water quality.

Valley County Water District is the city's largest water supplier. Since one meter usually serves several people, however, it is difficult to estimate the population served. The company has been supplying water to the Baldwin Park area since 1926, thirty years before the city incorporated. The water for the city comes from two sources: 95 percent from underground wells about 600 feet deep, and 5 percent from the Metropolitan Water District (MWD) and the Covina Irrigating Company. Almost all of the well water originates in the San Gabriel River, with some water pumped directly into the wells from MWD. The Covina Irrigating Company also uses San Gabriel River water.

Ten wells owned by Valley County supply Baldwin Park. The four unrestricted wells deliver 95 percent of the water, while two restricted wells are rarely used because the supply must first be filtered free of pollutants. The remaining four wells are never used because they are close to sources of pollution. The four unrestricted wells do not require treatment because the water is naturally clean and free of harmful pollutants. The company also owns six reservoirs, each ranging in capacity from one million to two million gallons.

The above four unrestricted Valley County wells supply water to more than 10,000 water meters. These four wells are located on Joanbridge Street and on Maine Avenue. Any pollution problem affecting these large wells would be considered significant.

The San Gabriel Valley Water Company, serving the Baldwin Park area since 1937, is supplied exclusively from underground wells. An extensive network of wells supplies water to Baldwin Park, El Monte, Arcadia, La Puente, Irwindale, and the City of Industry, to name the nearby service areas. The wells themselves are located in Baldwin Park and El Monte. At least six of the company's reservoirs serve Baldwin Park, and each is at least of 611,000-gallon capacity. If any harmful pollutants are found in any of the wells, the affected wells are immediately taken out of service.

Baldwin Park's smallest water supplier is the Valley View Mutual Water Company, although it has been serving the area the longest, since 1905. The supply is located in two 600-foot-deep wells. The company does not own any reservoirs. Valley View supplies about eight percent of Baldwin Park's population, or about 7,500 people.

#### Open Space

The City of Baldwin Park is so highly developed that the addition of new open space will prove difficult. Existing facilities, however, can be maintained and updated to improve the recreational and relaxation needs of the community. Existing City parks and school sites total about 200 acres of maintained, recreational open space in the city (see Table OS-1 and Figure OS-1). Although outside the City limits, the Santa Fe Dam

**TABLE OS-1**  
**BALDWIN PARK PUBLIC**  
**RECREATION FACILITIES**

	Area	Facility
1. Morgan Park 14255 E. Ramona Blvd.	9.4 acres	Ball fields, tennis, basketball, picnic area, cooking facilities, restrooms, meeting rooms, parking, handicapped access, playground, horseshoes, volleyball, pools, tables, benches, amphitheatre.
2. Barnes Park 3251 Patritti Ave.	5.6 acres	Ball fields, tennis, basketball, picnic area, cooking facilities, restrooms, parking, handicapped access, playground, horseshoes, pools.
3. Central Park West 15010 Badillo Ave.	3.6 acres	Picnic area, cooking facilities, parking, handicapped access, playground, tables, benches.
4. Roadside Park Dalewood & Leorita	2 acres	Picnic area, parking, tables, benches.
5. Walnut Creek Nature Park 701 Frazier St.	4.0 acres	Restrooms, parking
6. Community Center 14261 Morgan St.	-	Cooking facilities, restrooms, meeting rooms, parking, handicapped access, gym, game room.
7. Senior Citizens Center 14306 E. Palm Ave.	-	Restrooms, meeting rooms, parking, handicapped access.
8. Sierra Vista High School Complex (Jr. and Sr.) 3600 Frazier St.	34 acres	Ball fields, tennis, restrooms, parking, handicapped access, volleyball, gym, handball.
9. Baldwin Park High School 3900 N. Puente Ave.	7 acres	Ball fields, tennis, basketball, restrooms, parking, handicapped access, volleyball, gym.

**TABLE OS-1**  
**BALDWIN PARK PUBLIC**  
**RECREATION FACILITIES**  
**(continued)**

	Area	Facility
Other Schools:		
10. Bursch 4245 N. Merced Ave.	6 acres	Each school below provides the following public facilities:  Ball fields, basketball, rest-rooms, parking, handicapped access, playground, tables, benches, gym.
11. Central 14741 Central Ave.	7 acres	
12. DeAnza 12820 E. Bess Ave.	10 acres	
13. Elwin 13010 E. Waco St.	10 acres	
14. Foster 13900 Foster Ave.	8 acres	
15. Geddes 14600 Cavette Pl.	11 acres	
16. Health 14321 School St.	6 acres	
17. Kenmore 3823 Kenmore Ave.	6 acres	
18. Pleasant View 14900 E. Nubia St.	8 acres	
19. Tracy 13350 Tracy Ave.	7 acres	
20. Vineland 3609 Vineland Ave.	13 acres	
21. Walnut 4701 N. Walnut Street	7 acres	
22. Jones Jr. High 14250 Merced Ave.	13 acres	
23. Holland Jr. High 4733 N. Landis Ave.	11 acres	

**TABLE OS-1**  
**BALDWIN PARK PUBLIC**  
**RECREATION FACILITIES**  
**(continued)**

	Area	Facility
24. Olive Jr. High 13701 E. Olive St.	8 acres	
TOTAL	201.7 acres	

Source: City of Baldwin Park; Baldwin Park Chamber of Commerce; Phil Sexton, Baldwin Park Unified School District.

Recreation Area offers approximately 690 additional acres of public open space within a 10-minute drive from almost anywhere in Baldwin Park.

In September 1987, the City Department of Community Services issued a request for proposal to prepare a master plan for Morgan Park. This park, of about 9.4 acres, is the city's largest. Plans include updating the facilities and landscaping, plus an expansion of 2.5 acres through the addition of property and the deletion of parts of some streets. Morgan Park is within the Central Business District Redevelopment area and within walking distance of City Hall and the public library. A new community center of 35,000 square feet has been conceptually approved by the City for Morgan Park. Other planned improvements include multipurpose fields and courts, picnic areas, and playground equipment. Morgan Park is expected to remain the city's most-used public park for residents of all ages.

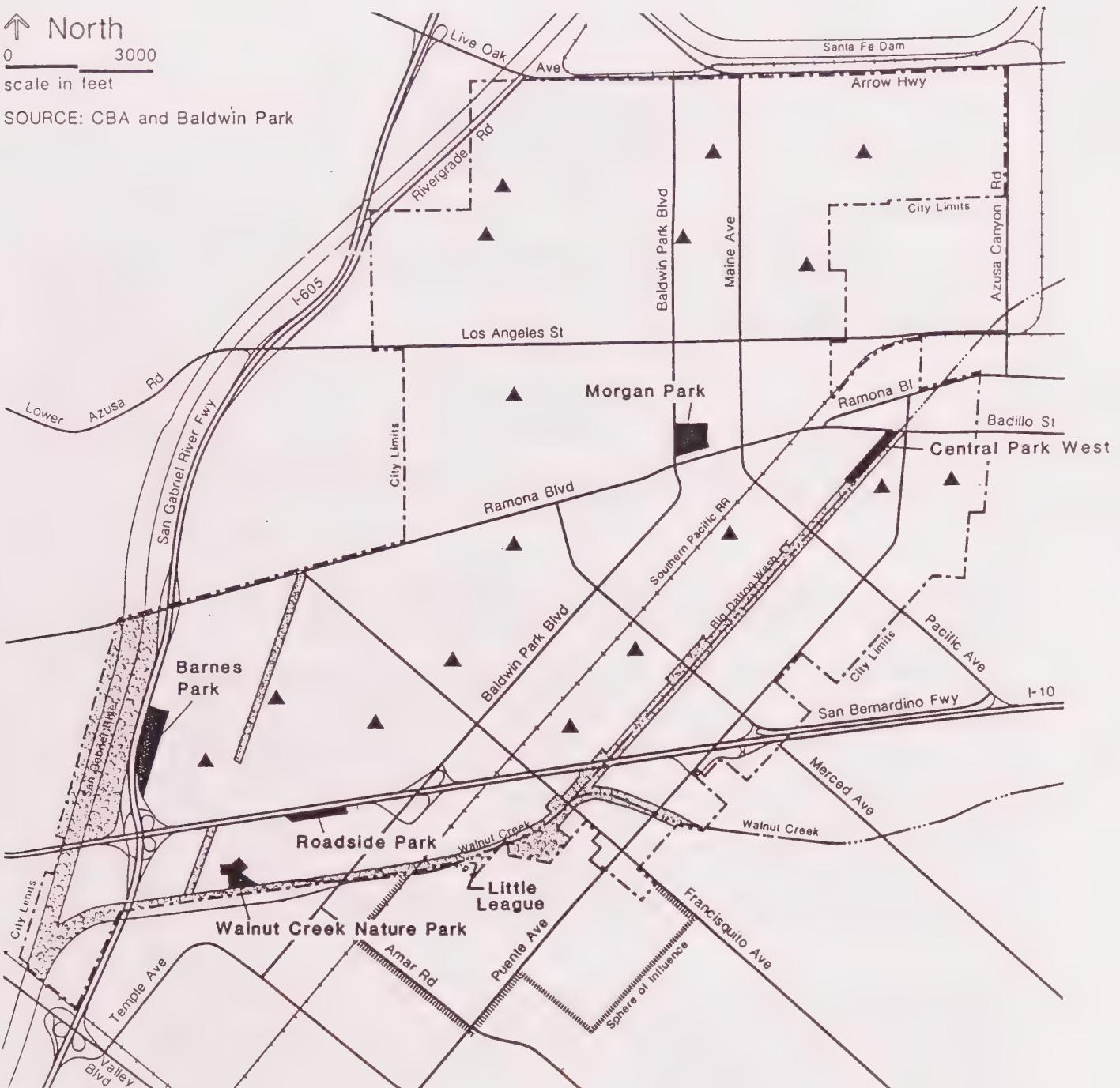
The National Recreation and Parks Association (NRPA) has established guidelines for recommended public park service and facilities. For example, NRPA suggests that a city have a minimum of 2.5 acres of park space for each 1,000 residents. With a population of about 62,000, Baldwin Park includes 200 acres of public parks, including school playgrounds and fields; this equals about 3.3 acres per 1,000 residents, which is within NRPA recommendations. However, if the city's population continues to rise--it has almost doubled since 1960--park space could soon become inadequate, especially since there is little room for new park space in the city. Baldwin Park's sphere of influence, adjacent to the city's south border, has a seven-acre school site that will be included in the city's open space if the area is incorporated into Baldwin Park.

↑ North

0 3000

scale in feet

SOURCE: CBA and Baldwin Park



[square] Parks

[triangle] Schools

[rights-of-way] Rights-of-Way

# BALDWIN PARK

General Plan Program

Figure OS-1  
Open Space

In addition to parks and school sites, Baldwin Park offers indoor community facilities. The Senior Citizens Center, on Palm Avenue, and the Community Center, in Morgan Park, provide meeting and gathering facilities. The current Community Center includes a game room with arts and crafts, billiards, ping-pong, and foosball; facilities for the Judo Club; gym; and an assembly hall and kitchen. As mentioned above, the City has made plans for an expanded Morgan Park with a new Community Center.

Other open areas with potential for passive or active recreational use include: the San Gabriel River channel, Walnut Creek Wash, and Big Dalton Wash (totaling 131 acres), the DWP electrical transmission right-of-way (51 acres), and the Southern California Edison transmission right-of-way (13 acres). These potential open areas total 195 acres. The flood control areas are currently available for bicycles and horses. The above-mentioned potential recreational areas are long and narrow. If undeveloped for recreational use, they act as barriers; if put to use, they can bridge sections of the city into a continuous network of open spaces.

Open space within private commercial and residential developments provides visual relief for the passing motorist or pedestrian. Unfortunately, private developments in Baldwin Park display a noticeable lack of greenery and landscaping. The Baldwin Park zoning ordinance (Title 17 of the municipal code) includes references to landscaping (Sections 17.12, 17.44, 17.46, and 17.52) but very few actual requirements. Section 17.44--Landscaping Regulations--lists no regulations. Section 17.12 outlines open space requirements for dwelling units but does not require the open space to be landscaped or planted. Section 17.12.080 describes a five-foot-wide "strip" of landscaping regulation, which can be reduced to three feet in conjunction with a required driveway. Since landscaping is not rentable space, developers find little incentive to volunteer more than the required minimum.

The City of Baldwin Park Recovery Action Program, completed in 1981, notes a lack of soccer fields and of desirably located park land. The northwest and northeast sections of the city include school sites but no City parks. About 60 percent of Baldwin Park's City park area is located south of Ramona Boulevard where much of the city's industries operate. Because most of Baldwin Park's open space is comprised of school sites, any school closings due to declining enrollments might adversely affect the community's open space needs. If a school site does become available, the City could possibly create a public park in its place, with more facilities for all segments of the population. The Recovery Action Program also identifies a lack of multipurpose sports facilities for adults, such as public gyms. Available school gyms currently require advanced reservations.



# Baldwin Park General Plan

Public Services and Facilities Element  
January 1989





## PUBLIC SERVICES AND FACILITIES ELEMENT

### 1.0 INTRODUCTION

#### 1.1 Common Variable

The Public Services and Facilities Element for Baldwin Park discusses those benefits which are available to all residents who may want or need them. These include public schools, library services, historical resources, police and fire services, and sewer systems. The common variable between all of these benefits is that all residents should have equal access to them.

#### 1.2 Issues Identification

The primary issue is whether anticipated growth under the General Plan will reduce the availability of public services and facilities.

#### Cultural Resources

**Public Schools** - The Baldwin Park Unified School District operates 21 schools for approximately 14,000 students. Personnel totals 695 certified teachers and 725 classified employees. The faculty-student ratio is, therefore, one teacher for every twenty students. The buildout potential for Baldwin Park under the General Plan update would result in an eight percent increase over the existing population. An eight percent increase in student population would result in about 15,100 students and a faculty-student ratio of 1:22, if no teachers were added to the school district. Regardless of the apparently small proportional increase, the school district must anticipate the increase over the time frame of the General Plan. To retain the current faculty-student ratio, 55 additional certified teachers would be needed at city buildout.

**Library Services** - Los Angeles County operates the Baldwin Park Public Library at 4181 Baldwin Park Boulevard. The library's collection includes 60,000 books as well as magazines, records, cassettes, and maps. Of particular interest to the growing Spanish-speaking population of the city, the library has sizable collections of Spanish-language materials. For those who want to learn another language, the library also offers one-on-one tutoring. All borrowing privileges, instruction, and materials are free. Since this is the

only public library in Baldwin Park, the County should pay careful attention to maintaining and upgrading the facility and collections as necessary.

**Historical Resources** - The Technical Report for this Element lists 10 structures in Baldwin Park of regional or local importance. The Baldwin Park Historical Society maintains a museum in the old Chamber of Commerce building near Morgan Park. In a city that has grown as rapidly as Baldwin Park, preservation can provide visible and personal links to the entire history of the city's development. The City should encourage historic preservation and adaptive reuse. Also, the City should maintain a list of historically significant local properties devised in consultation with the Historical Society. Such a list will alert the City to any historical resources which might be affected by development proposals.

### Public Services

**Police Protection** - Police protection is provided by the Baldwin Park Police Department, with 61 sworn officers and 24 official vehicles. With a current estimated population of 62,200, Baldwin Park has one sworn officer for every 1,020 residents. If the number of sworn officers remains the same throughout the time span of the General Plan, at buildout the ratio will be one officer for every 1,100 residents. To retain the current ratio at city buildout, five officers would have to be added to the force.

**Fire Protection** - Fire protection in Baldwin Park is provided by the Los Angeles County Fire Department, with Station No. 29 located on Los Angeles Street. Additional help is provided from County stations in Irwindale and the City of Industry, as well as from the San Gabriel Valley Fire Authorities West Covina operations. The Insurance Services Office (ISO) rates fire protection for jurisdictions throughout the United States on a 1 to 10 scale, with 1 being the best. Baldwin Park's rating is 3 for residential and 4 for nonresidential structures. There are no plans to increase the administrative or firefighting staff at this time. The County should continue to closely monitor fire protection services to help ensure efficient and adequate operations.

**Medical Services** - Baldwin Park is home to the 95-bed, acute-care Terrace Plaza Medical Center, which includes a 24-hour emergency room. Two other hospitals are located less than one mile from the City boundary. A major project in the City - a Kaiser Hospital - has been approved for the old drive-in site at Dalewood, Bess, and Baldwin Park Boulevard. This facility will substantially increase health services to the city. The city's current and future medical services will adequately accommodate anticipated future growth.

**Sewer Systems** - Sewer service in Baldwin Park is supplied by the Los Angeles County Sanitation District (LACSD) No. 15. Authorities at LACSD No. 15 consider the Baldwin Park trunk system and treatment facilities adequate. No problems areas are apparent, and none are foreseen.

The City contracts with the Los Angeles County Department of Public Works, Sewer Maintenance Division, to maintain the local sewer lines. The system is considered adequate to handle foreseeable future development.

## 2.0 PROPOSALS

The limited growth permitted under the General Plan can be accommodated by the public services and facilities discussed in the Element and the Technical Report. The one issue area that must be analyzed on a case-by-case basis is historical resources. In cooperation with the Baldwin Park Historical Society, the City should prepare a list of historic or potentially historic properties in order to identify those which might be affected by future development. For a city with a history as rich as Baldwin Park's, historic preservation should become an integral part of planning the city's future.

### **3.0 GOALS AND POLICIES**

#### **Public Services and Facilities Goal:**

- 1.1 Achieve and maintain a safe and secure environment for all residents of Baldwin Park through:**
  - Continued monitoring and, where necessary, upgrading of City and County services to meet or exceed established community standards; and
  - Reducing crimes to persons and property by alleviating the underlying causes of crime and opportunities for crime through physical design, social programs, and economic programs.

#### **Public Services and Facilities Policies**

- 2.1 Continually monitor and, where necessary, strengthen codes and ordinances dealing with fire safety and hazardous housing and building conditions.**
- 2.2 Seek citizen involvement in the development of crime prevention and control programs.**
- 2.3 Increase personal safety and property security by improving operational methods, reducing response times, and achieving the most efficient and effective use of law enforcement and fire protection resources.**



## **4.0 Public Services and Facilities Element Technical Report**

### **4.1 Introduction**

This report discusses cultural resources in Baldwin Park, including schools, library services, and historical resources. It also describes current police and fire services. Finally, this report documents the condition of sewer systems. These areas are grouped together in this report because their benefits are available to all residents of Baldwin Park who may need or want them.

### **4.2 Cultural Resources**

#### **Public Schools**

The Baldwin Park Unified School District operates 21 schools for the 14,000 students in Baldwin Park. The schools are listed as part of Table OS-1 because they provide public recreational, as well as educational, facilities. One of the district's 13 elementary schools is not listed--Baldwin Park Children's Center, at 13529 Francisquito Avenue--because its grounds are solely for the students. The district also operates three adult schools: North Park Continuation High (4600 Bogart Avenue), Baldwin Park Adult School (13307 Francisquito Avenue), and the Adult Career Training Center (4640 Maine Avenue). Personnel totals 695 certified teachers and 725 classified employees.

#### **Library Services**

The Baldwin Park Public Library (4181 Baldwin Park Boulevard) is a branch of the Los Angeles County Library system. Opened in 1969, the library has 60,000 books. Free borrowing privileges include books, magazines, records, cassettes, maps, encyclopedias, and pamphlets. The library also has large collections of Spanish-language materials and children's books. Special programs for children include story hours, films, classroom visits, tours, and summer reading programs. The library cataloging and borrowing system is expected to be fully automated by 1989.

The library operates a learning language center where residents can learn a new language or improve their native language. The library staff plus 20 volunteers provide one-on-one tutoring for language center students. All instruction and materials are completely free.

#### **Historical Resources**

Baldwin Park retains many buildings of historical and architectural significance. Field surveys by the consultant team, together with research from the Baldwin Park Historical Society, have identified several structures of regional and local importance. These buildings could be protected, when feasible, through a preservation ordinance in the city. The following list can be used to identify the primary historical resources of Baldwin Park. More detailed information about these and

other buildings is available from the Baldwin Park Historical Society and its extensive collection of research documents. Some of the city's more notable structures include:

1. Pacific Electric Red Car Power House (1906) - intersection of Ramona and Badillo;
2. Willis House (c. 1910) - 4975 Maine, Craftsman Bungalow Style;
3. Homes (early 20th century) - 3819 N. Merced, Dutch Colonial Revival; 14103 E. Los Angeles, barn style with stone chimney;
4. River-Rock houses (1915-1923) - Heintz Street, built with local materials as part of a planned housing development;
5. Frazier Mansion (1924) - 3963 Baldwin Park Boulevard, built by dairy owner F.O. Frazier, it is now the convent of St. John the Baptist Catholic Church;
6. Knoll's Pharmacy (1926) - 14300 Ramona, in continuous use as a pharmacy since opening, the building displays expert masonry;
7. Crippen Home (1927) - 4026 Virginia, built and paid for by Baldwin Park citizens for an orphaned family;
8. Original First National Bank (1927) - 14362 Ramona, a finely detailed stone bank which closed during the Depression;
9. Original Chamber of Commerce (1928) - 14327 Ramona, now Baldwin Park Historical Society Museum;
10. Civic Auditorium (1935-1937) - Depot and Pacific, once used by several surrounding cities for drama and musical productions, the rare Egyptian Revival design was funded by the Federal Public Works Administration during the Depression.

#### 4.3 Public Services

##### Police Protection

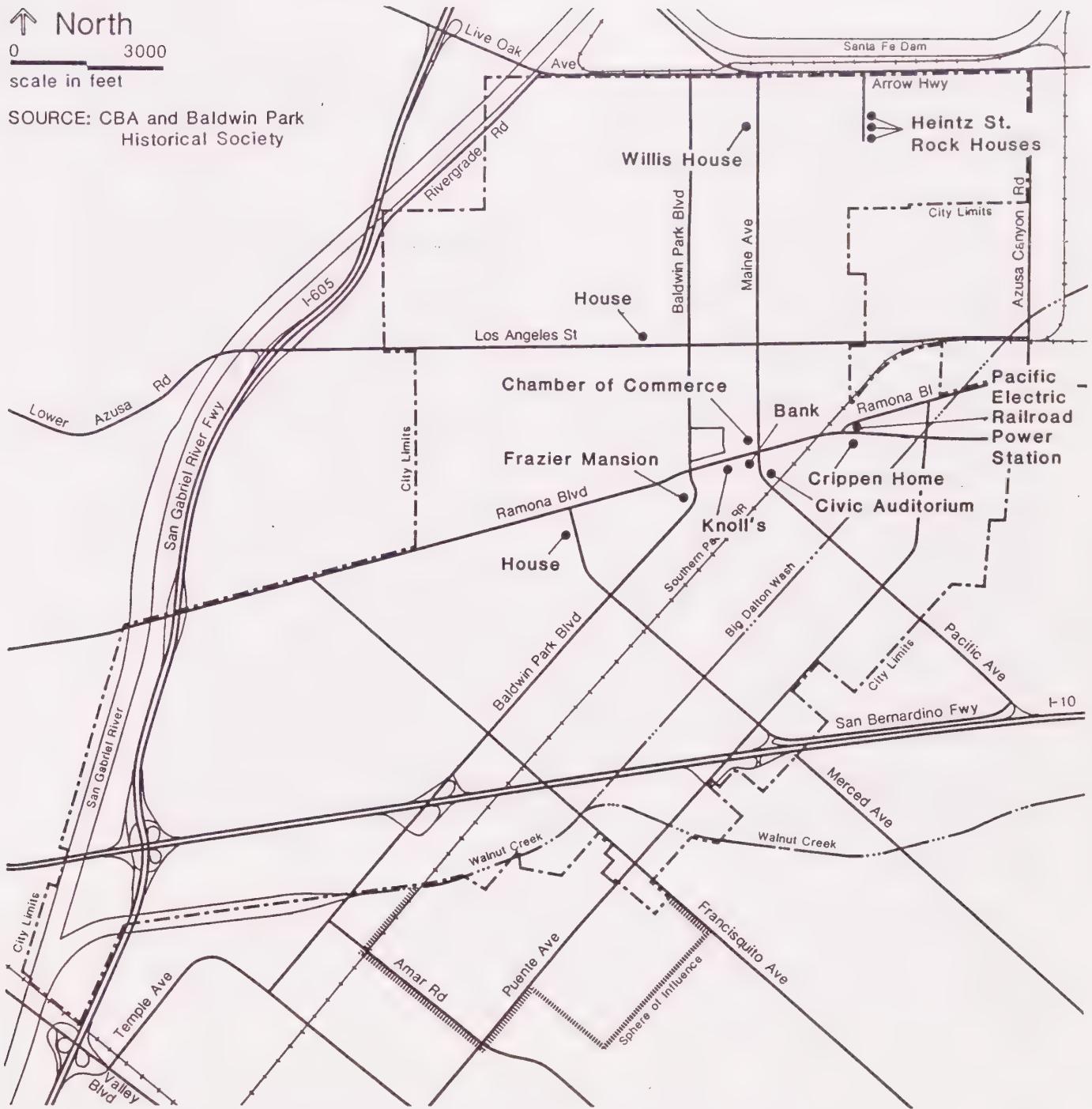
Police Protection is provided by the Baldwin Park Police Department, which was organized in 1956, the year of the city's incorporation. Located at City Hall, the department includes the following:

<u>Staff</u>	<u>Vehicles</u>
61 sworn officers (11 detectives)	16 marked patrol vehicles
20 civilians	6 detective vehicles
5 reserve officers	1 station wagon
<u>86 total</u>	<u>1 van</u>
	<u>24 total</u>

↑ North

0 3000

scale in feet



# BALDWIN PARK

General  
Plan  
Program

Figure PF-1  
Historical Resources

The department also operates the Explorer Post, which gives members the opportunity to learn police methods and procedures, accompany officers on some patrols, and provide additional routine security at civic events. The Baldwin Park Police Department does not anticipate a need for additional personnel or equipment.

### **Fire Protection**

Fire protection in Baldwin Park is provided by the Los Angeles County Fire Department, with County Fire Station No. 29 located within the city at 14334 Los Angeles Street. Additional service is provided for the northeast section of Baldwin Park by Station No. 48 in Irwindale. Also, Station No. 87 in the City of Industry serves all areas south of the I-10 Freeway. Station No. 87 also provides a hazardous materials team. The department cooperates with the San Gabriel Valley Fire Authorities in West Covina in a "gentlemen's agreement" of mutual assistance.

Staff and equipment at Station No. 29 consists of the following: 24 firefighters (three shifts), one 108-foot truck company, one 1,500-gallon/minute engine company, and one paramedic vehicle. The truck company was replaced in late-1987. There are no plans to increase the administrative or firefighting staff at this time.

The Insurance Services Office (ISO) is a private fire insurance rating organization that provides a protection class rating for jurisdictions throughout the country. Fire insurance companies use the ISO rating system to establish fire insurance premiums. On a scale of 1 to 10 (1 being the best), Baldwin Park's rating is 3 for residential and 4 for nonresidential structures. These above-average ratings represent good fire protection. Response time is three to four minutes.

### **Medical Services**

Baldwin Park is home to the Terrace Plaza Medical Center at 14148 Francisquito Avenue, near the city's southern border. This acute care hospital provides complete services including a 24-hour emergency room, medical imaging (e.g., X-ray), surgery, 95-bed capacity (including an 8-bed intensive care unit), and cardiac care. The hospital also sponsors free health education seminars.

Two other hospitals are located southeast of the city, one off Interstate 10 and the other on Merced Avenue. Both are less than one mile from the Baldwin Park City boundary. Baldwin Park will be home to a Kaiser Hospital south of Interstate 10 near Baldwin Park Boulevard; this future

facility will substantially increase health services to the city. The Public Safety Technical Report includes an emergency evacuation map that locates the area's hospitals.

### Sewer Systems

Sewer service in Baldwin Park is supplied by the Los Angeles County Sanitation District (LACSD) No. 15. The LACSD operates and maintains the trunk system and the treatment plants that are used for Baldwin Park. The treatment plants are the Joint Water Pollution Control Plant in Carson and the San Jose Creek Water Reclamation Plant. The Carson plant carries an average daily flow of 360 million gallons and a peak daily flow of 550 million gallons, with a peak hydraulic capacity of 600 million gallons per day (mgd). The San Jose plant treats an average and peak flow of 60 mgd, with a peak capacity of 62.5 million gallons per day. Expansion plans for the San Jose treatment plant will increase its daily average capacity by 25 million gallons. The San Jose plant operates near capacity because it connects directly downline with the Carson plant, which has excess capacity; once the San Jose plant takes in its peak flow, the remaining flow continues downline to Carson.

Authorities at the LACSD No. 15 consider the Baldwin Park trunk system and treatment facilities adequate. No problem areas are apparent in Baldwin Park, and none are foreseen.

The City of Baldwin Park contracts with the Los Angeles County Department of Public Works, Sewer Maintenance Division, to maintain the local sewer lines. Neither the County nor the Baldwin Park Engineering Division is aware of any problems with the city's lines. The system is considered adequate to handle foreseeable future development. Therefore, the City has no plans to expand the overall local sewer system except for individual developments as needed.



# Baldwin Park General Plan

Public Safety Element

January 1989





## PUBLIC SAFETY ELEMENT

### 1.0 INTRODUCTION

#### 1.1 State Requirements

All citizens living or working in the City have the right to expect protection from any natural or man-made hazard or disaster which may threaten human health, safety, and welfare. The Public Safety Element is concerned with identifying these hazards and providing ways to reduce the risk of property damage, injuries, or loss of life associated with living in an urban environment such as Baldwin Park.

State law requires every safety element to include the following components:

- The identification, mapping, and appraisal of seismic hazards which should be of concern, including areas subject to liquefaction, ground-shaking, surface rupture, or seismic sea waves [Section 65302(f)];
- An appraisal of mudslides, landslides, and slope stability which might occur as a result of a seismic disturbance [Section 65302(f)]; and
- The identification of the potential for fires and other natural and man-made disasters and measures designed to reduce the loss of life, injury, and damage to property [Section 65302(i)].

The Baldwin Park General Plan Public Safety Element and Technical Report also serve as an introduction to the Baldwin Park Emergency Preparedness Plan, which is maintained by the Baldwin Park Police Department. The Technical Report contains an evacuation plan which identifies evacuation routes and the locations of emergency public facilities. The Emergency Preparedness Plan covers a wider range of related information.

The Public Safety Element emphasizes the importance of emergency preparedness in reducing the impacts of natural and man-made disasters. Effective disaster response requires the cooperation of many governmental agencies. A primary goal of the City is to continue working with these agencies both to prevent disasters and to minimize the affects of catastrophic events.

## 1.2 Issues Identification

Baldwin Park is relatively free of many environmental hazards that would otherwise present constant and significant threats to public health and safety. Environmental hazards can be generally grouped under two categories: those resulting from natural disaster and those resulting from the actions of man. Identification of these hazards facilitates effective disaster planning, as described in the Emergency Preparedness Plan and in the Public Safety Technical Report.

### Natural Hazards

The natural hazards of concern to Baldwin Park residents are limited to geologic and flooding hazards.

**Geologic:** No known or suspected earthquake faults traverse Baldwin Park. However, the network of known and suspected faults which cuts across Southern California has the potential to cause great upset in Baldwin Park and in the surrounding region. Geologic evidence suggests that the San Andreas Fault has a 50 percent chance of producing a major earthquake (7.5 to 8.5 Richter magnitude) within the next 30 years. An earthquake of this magnitude is comparable to the great San Francisco earthquake of 1906. Depending on the time of day, such an earthquake would cause between 3,000 and 13,000 fatalities in Southern California.

The segment of the San Andreas Fault considered most capable of generating a large earthquake is that found between San Bernardino and Parkfield, unfortunately the segment closest to Baldwin Park. Also, the Elysian Hills Fault, unidentified prior to the October 1987 earthquake, may pose a substantial threat to Baldwin Park. This fault is currently the subject of intense investigation.

Geologic studies indicate that while Baldwin Park would undergo noticeable ground-shaking in the event of an earthquake, the city would not be exposed to secondary seismic hazards such as liquefaction, settlement, landsliding, and tsunami action. Flooding may occur along Arrow Highway and Azusa Canyon Road if a series of dams fails.

**Flooding:** Large-scale flooding in Baldwin Park has a low potential of occurrence. The Cogswell, San Gabriel, and Morris dams would all have to fail, in which case the northeastern corner of the city would be affected. Flood

waters are not expected to pass south of Maine Avenue and Olive Street. The City has prepared an emergency evacuation plan for such an event; Figures PS-1 and PS-3 in the Technical Report outline the potential inundation area and the evacuation route.

The Santa Fe Flood Control Basin, directly north of the city, has little to no chance of flooding. This is due to the design of the basin's dam and the fact that water is present only a few months of the year.

### Man-Made Hazards

The ongoing generation and transportation of hazardous materials in Baldwin Park present man-made threats to the safety of the community. The potential for chemical spills, gas leaks, structural fires, and resource contamination results from the presence of industries within the City limits involved in the production and transportation of hazardous materials. Another potential man-made hazard involves spreading fires within the city's densely built environment.

**Hazardous Materials:** Baldwin Park contains many industries which produce a variety of hazardous materials. Also, the two interstate freeways traversing the city carry a relatively high percentage of industrial traffic. In the event of an industrial vehicle accident, many people may need to be evacuated quickly.

Sound land use and emergency preparedness planning can reduce the risk of injury and property loss if an accident occurs. Recently enacted "right-to-know" laws enable City and County officials to identify high-risk industries and work toward minimizing the exposure of persons to hazards. The Technical Report locates those firms which generate hazardous wastes. None of these firms is a hazardous waste treatment, storage, or disposal plant. The generation of hazardous wastes by these firms is ancillary to their primary operations.

**Fire Risks:** Urban fires have the potential to destroy millions of dollars worth of property, especially in a city as densely developed with wood-frame structures as is Baldwin Park. Because the city's industries store large quantities of flammable materials (paper products, chemicals, solvents), extra measures need to be taken to ensure adequate fire safety.

The Los Angeles County Fire Department provides service to Baldwin Park and maintains a strong inspection program which reduces the potential for fires.

**Landfill Sites:** Baldwin Park does not have any waste landfills or hazardous-material dumps. Any remote potential hazard would have to originate from landfills in West Covina or Azusa.

## 2.0 PROPOSALS

The City of Baldwin Park has a published Emergency Preparedness Plan (1984), which is maintained by the City's Police Department, Personnel and Development Bureau Commander. This comprehensive document includes emergency plans for the following incidents: earthquakes, floods, major fires/explosions, industrial accidents, bomb threats/explosions, emergency public information, aircraft incidents, utility failures/interruptions/reductions, radiological situations, welfare mass care, water quality emergency notifications, law enforcement, traffic control, and hazardous material spills. Copies of the Emergency Preparedness Plan are in the possession of all individuals and agencies who are involved with its implementation (e.g., the Chief of Police, the Fire Department, the American Red Cross East San Gabriel Valley Chapter, among many others). The document is available to the public at the Baldwin Park Public Library.

It is imperative that the Emergency Preparedness Plan remain up-to-date and that it respond to the safety issues and potential hazards identified in the Public Safety Element and Technical Report. Specific standards pertaining to emergency clearance and access are administered by the fire department.

With respect to potential future conditions, no location-specific fire or geologic hazards exist in Baldwin Park. In general, an engineering survey is required for any project proposed within 350 feet of a gravel pit, and proposed projects must be alerted to the location of toxic and hazardous waste generators as identified in Figure PS-4 of the Technical Report.

### **3.0 GOALS AND POLICIES**

#### **Public Safety Goals:**

- 1.1 Reduce the city's exposure to economic and environmental losses resulting from natural and man-made disasters.
- 1.2 Define the level of acceptable risk of seismically hazardous structures, and reduce this risk in substandard structures through structural reinforcement or, if necessary, removal.
- 1.3 Insure the continuity of vital services and functions following an earthquake.

#### **Public Safety Policies:**

- 2.1 Participate in regional emergency preparedness planning.
- 2.2 Review and, where necessary, modify appropriate City codes and ordinances to reflect anticipated conditions resulting from seismic activities.
- 2.3 Adopt an abatement program for existing hazardous structures.
- 2.4 Maintain the City's Emergency Preparedness Plan in a current and continual state of readiness.
- 2.5 Adopt ordinances to minimize dangers from hazardous-materials emergencies.
- 2.6 For planning purposes, estimate the required peak-load water supply within Baldwin Park at approximately 500 gallons per day per residential unit.

## **4.0 Public Safety Element Technical Report**

### **4.1 Introduction**

This technical report is concerned with the identification of naturally occurring or man-made hazards that affect the City of Baldwin Park. Information concerning potential hazards and the "risk of upset" is essential for proper land use planning over the lifetime of this General Plan. This report will also identify the available resources able to respond in emergency situations.

### **4.2 Evaluation of Environmental Risk**

Hazards that affect life and property may be divided into two major categories: man-made hazards and naturally occurring hazards. The precise nature of either type of hazard within a given area is dependent upon the variety of environmental and cultural factors present.

Table PS-1 identifies those natural and man-made disasters which may impact Baldwin Park residents and are described in detail in subsequent sections of this technical report. Table PS-1 also identifies the level of risk for each hazard and the geographical implications in the event of environmental upset. Each potential hazard to the public safety and welfare has been assessed according to the following levels of risk:

- Low Risk - The level of risk below which no specific action is deemed necessary. The occurrence of a specific event is unlikely;
- Medium Risk - The level of risk above which specific action is required to protect life and property, though the probability of the event taking place is low to moderate;
- High Risk - Risk levels are significant and occurrence of a particular emergency situation is highly probable or inevitable.

The "scope of risk" refers to the geographic area that could be potentially affected with the occurrence of one of the hazards. The scope of risk also includes three levels:

- Local - The affected geographic area that is directly affected is localized or site specific;
- Citywide - The affected area includes a significant portion or all of the city; and
- Regional - The affected area includes the entire city as well as the surrounding region.

The State Office of Emergency Services (OES) has established three levels of emergency response to peacetime emergencies, which are based on the severity of the situation and the availability of local resources in responding to that emergency. The three levels of emergency response include:

- Level 1: A minor to moderate incident where local resources are adequate in dealing with the current emergency;
- Level 2: A moderate to severe emergency where local resources are not adequate in dealing with the emergency and mutual assistance would be required on a regional or statewide basis;
- Level 3: A major disaster where local resources are overwhelmed by the magnitude of the disaster and State and Federal assistance is required.

Those hazards of greatest concern to Baldwin Park residents are evident from the examination of the "level of risk" columns in Table PS-1.

Finally, "event duration" refers to the length of occurrence for a particular event. The residual effects of a particular event are not considered in this matrix though they may be long-term in nature. An earthquake, for example, may only last for several seconds, but aftershocks may continue for many days, months, or in some instances even years. Fault displacement may result in permanent alterations in topography. Property damage may be so extensive that complete recovery may take years. The following three categories are used in classification of event duration:

- Immediate - The occurrence of a particular event is instantaneous and measurable in terms of seconds or minutes;
- Short-Term - The duration of a particular event is generally measured in terms of hours or days;
- Long-Term - The duration of a particular event extends for a much longer period of time. Specific hazards that are considered continuous or ongoing are included in this category.

This report describes the environmental hazards summarized in Table PS-1 and explained in greater detail in subsequent sections. In addition, the resources that are available to respond in the event of an emergency situation are described.

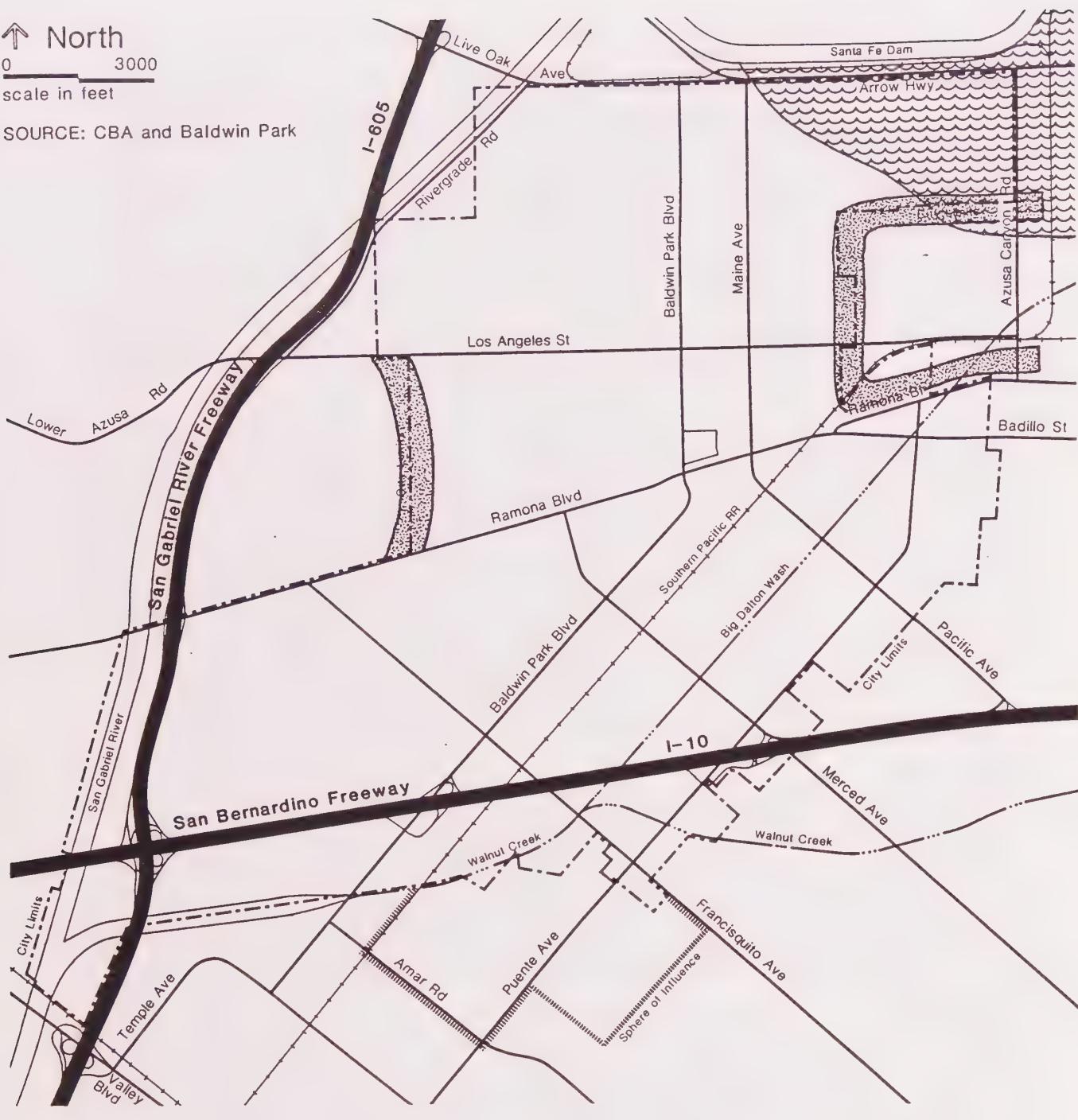
#### 4.3 Natural Hazards

Natural hazards are those that can occur without human influence. Potential natural hazards can be further categorized as geologic, flood, or fire hazards. Figure PS-1 locates potential natural environmental hazards in the Baldwin Park area.

Environmental Hazard	Potential of Occurrence			Scope of Risk			Emergency Response		
	Low	Medium	High	Local	City	Regional	Level I	Level II	Level III
Earthquake	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
Landslide	♦			♦			♦		
Flooding	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
Fire	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
Chemical Contamination	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
Severe Airborne Pollution Episode	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
Major Accident	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
	♦			♦			♦		
Water Shortage	♦			♦			♦		

↑ North  
0 3000  
scale in feet

SOURCE: CBA and Baldwin Park



- [Railroad Lines] Railroad Lines
- [Safe Routes for Hazardous Materials Transport] Safe Routes for Hazardous Materials Transport
- [Gravel Pit Slopes] Gravel Pit Slopes

[Wavy Line Pattern] Area of Potential Inundation Due to Dam Failure

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Figure PS-1  
Potential Hazards

## Geologic Hazards

### Emergency Preparedness Planning

Baldwin Park, like most cities in California, is located in a seismically active region. Technological advances in geophysics may enable scientists to accurately predict earthquakes in the not-too-distant future. Until that time, disaster planning efforts must emphasize the following:

1. Planning efforts designed to reduce both direct and indirect effects of earthquakes. These include the enforcement of building safety standards; land use controls in microzones that are subject to liquefaction, surface rupture, or intense ground-shaking; and other preventive measures;
2. The development of an emergency preparedness/action plan must be given a high priority to direct rescue efforts immediately after an earthquake;
3. A comprehensive planning program must be formulated to direct reconstruction efforts that may continue for months or even years after a major earthquake.

The above disaster planning efforts should be included in a comprehensive emergency preparedness/action plan that considers both natural and man-made hazards that may affect Baldwin Park.

### Fault Zones

There are no active faults within Baldwin Park.<sup>1</sup> Consequently, there are no Alquist-Priolo Special Study Zones in the planning area. However, found within the region surrounding the city are several major faults having the potential for causing major damage in Baldwin Park. These are listed in Table PS-2 along with their estimated maximum probable magnitudes. Locations of these faults are shown in Figure PS-2. Table PS-3 lists the historic earthquakes that have affected Baldwin Park.

The fault zones potentially having the most impact on the Baldwin Park area are the following:

<sup>1</sup> Wesson, R.L., R.A. Page, D.M. Boone, and R.F. Yerkes, 1974, "Expectable earthquakes and their ground motions in the Van Norman Reservoirs area," U.S. Geological Survey Circular 691-B, p.9.

TABLE PS-2  
MAXIMUM CREDIBLE/PROBABLE EARTHQUAKE<sup>1</sup>

Fault	Distance From Site (miles)	Maximum Credible Magnitude (Richter)	Bedrock Acceleration (gravity)	Maximum Probable Magnitude (Richter)	Bedrock Acceleration (gravity)
Chino	17.4	-	-	-	-
Duarte	3.0	-	-	-	-
Malibu-Cucamonga	3.6	7.5	0.38	6.5	0.42
Newport-Inglewood	22.6	7.0	0.60	6.5	0.55
Norwalk	14.4	6.5	0.33	7.0	0.37
Raymond Hill	6.0	7.5	0.39	6.5	0.28
San Andreas	24.0	8.3	0.17	8.3	0.17
San Gabriel	10.4	-	-	-	-
San Jacinto	16.4	-	-	-	-
Sierra Madre	4.0	6.5	0.15	6.5	0.15
Verdugo	12.0	6.5	0.23	6.5	0.23
Whittier	7.8	7.5	0.40	6.5	0.28

1 = Theoretical maximum based upon empirical data; very low probability of occurrence. Estimated maximum earthquake based upon historical record and geologic evidence; low to moderate probability of occurrence.

Note: A previously unidentified fault, now known as the Elysian Hills Fault, has been identified as responsible for the 5.9-magnitude Whittier Narrows quake of October, 1987. As of September 1988, little else was known about this fault.

Source: Kovacs-Byer and Associates, 1987.  
Greensfelder, 1973.  
California Institute of Technology, 1988.



SOURCE: California Division of Mines and Geology

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Figure PS-2  
Regional Faults

TABLE PS-3  
HISTORIC EARTHQUAKES THAT HAVE AFFECTED BALDWIN PARK

Date		Richter Magnitude	Distance (miles)	Estimated Peak Ground Acceleration Gravity
1855	Newport-Inglewood	6.0*	22.6	0.17
1857	San Andreas	8.0*	24.0	0.14
1893	San Gabriel Mts.	6.5*	10.4	0.07
1920	Newport-Inglewood	5-5.5*	22.6	0.07
1925	Santa Barbara	6.3	63.4	<0.05
1933	Newport-Inglewood	6.3	22.6	0.08
1941	Torrance-Gardena	6.5	-	0.36
1941	Santa Barbara	6.0	63.4	<0.05
1971	San Fernando	6.4	-	0.07
1987	Whittier Narrows	5.9	7.8	-

\* Prior to 1933 Richter magnitudes are estimated based on historical accounts.

Source: Kovacs-Byer and Associates, July 1987.  
 Albeam et. al., 1969.  
 California Institute of Technology, 1988.

Sierra Madre Fault System - Paralleling the San Gabriel Mountains from Cajon Pass in the east to San Fernando in the west, this fault system includes, among others, the Cucamonga, Sierra Madre, San Fernando, Duarte, and possibly the Santa Susana and San Cayetano faults. The most recent movement associated with this system was the 1971 quake between Sylmar and Big Tujunga Canyon, registering 6.4 on the Richter scale (the "San Fernando Earthquake"). Maximum credible magnitudes of 7.7<sup>1</sup> and 7.5<sup>2</sup> (Richter) with a recurrence rate of 200 years have been estimated for this fault system.

Raymond Hill Fault - A 12-mile fault extending from Monrovia to Highland Park, this fault has not been active within the last 200 years. However, evidence suggests movement shortly before this time. A maximum credible magnitude of 7.5 with a recurrence interval of 5,000 years, or of 6.5 with a recurrence interval of 500 years has been estimated for this fault.<sup>3</sup>

San Andreas Fault - The segment of this fault considered most capable of generating a large earthquake is that found between San Bernardino and Parkfield, unfortunately the segment closest to Baldwin Park. Recent evidence - including formation of the "Palmdale Bulge," changes in the magnetic and gravitational fields, and increased movement rates - strongly suggests that this segment of the San Andreas Fault will experience an earthquake of approximately 8.5 Richter magnitude within the next 100 years.

Whittier Fault - Part of the larger Whittier/Elsinore Fault Zone which extends from Whittier to Mexico, this fault has not experienced any activity for at least 11,000 years.<sup>4</sup> However, this fault is still considered active as this movement has been relatively recent in geologic terms. The maximum probable magnitude for the Whittier/Elsinore Fault is estimated at 7.5,<sup>5</sup> with a recurrence interval of over 2,000 years.<sup>2</sup>

Elysian Hills Fault - This previously unidentified fault was responsible for the October 1987 Whittier Narrows earthquake, which registered a magnitude of 5.9. As of September 1988, little else was known about this fault.

2 Lamar, D.L., P.M. Merifield, and R.J. Proctor, 1973, "Earthquake recurrence intervals on major faults in Southern California," in Geology, Seismicity, and Environmental Impact, Association of Engineering Geologists, Special Publication, Oct. 1973, D.E. Moran, J.E. Slosson, R.O. Stone, and C.A. Yelverton, eds.

3 Baldwin Park General Plan, Technical Report No. 3, October 1979.

4 Zions, J.I., C.M. Wentworth, J.M. Buchanan-Banks, and H.C. Wagner, 1974, "Preliminary map showing recency of faulting in coastal southern California," U.S. Geol. Survey Map MF-585.

5 Greensfelder, R.W., 1974, "A map of maximum bedrock acceleration from earthquakes in California," Calif. Div. of Mines & Geology.

Table PS-3 lists major historic earthquakes that have affected this area in the past, the most recent being the set of quakes in Whittier that occurred in October of 1987, killing eight people and causing an estimated \$215 million in damage to 10,500 residential and business structures.

### Secondary Effects

The secondary effects of an earthquake include surface rupture, ground motion, liquefaction, and soils settlement. The occurrence of any one of the above is dependent upon numerous factors including earthquake intensity, distance from epicenter, soils type, and moisture content of the soil.

Surface Rupture - Surface rupture refers to an actual displacement in the local terrain caused by the ground movement along a fault. The degree of displacement is a function of the intensity of an earthquake and can result in either vertical or lateral surface movement which may range from a few millimeters to several feet. Only structures straddling faults would be subject to major damage due to this kind of activity. Because of the lack of faults in the study area, there is no great danger of experiencing this phenomenon.

Ground-Shaking - The energy released from an earthquake epicenter moves outward in "waves" in much the same way as waves in a pond are created from a pebble being thrown into it. The wave energy released during an earthquake will result in ground-shaking with the intensity largely dependent on soil types, surface geology, and earthquake magnitude. Due to Baldwin Park's central location relative to the major faults, the city will most probably experience intense ground-shaking in the event of a major earthquake.

Liquefaction - Liquefaction results when seismically induced ground shaking causes water-laden, cohesionless soils to form a quicksand-like soil condition below the ground surface. Structural damage may ensue as building foundations lose ground support. Liquefaction occurs in areas where groundwater exists near the ground surface and where poorly consolidated, cohesionless soils exist. Because the water table in the Baldwin Park area is more than 50 feet deep, damage from liquefaction is not expected.

Subsidence, Differential Settling - As groundwater is withdrawn, areas of loose and soft soil materials could experience mass settlement from surface loading. Where there is a mixture of soil types with different compressibility, differential settling can occur. This is not considered a serious problem if adequate soil tests are made prior to construction and if adequate building designs are used. Areas likely to have such soils are found along the San Gabriel River, Big Dalton Wash, and Walnut Creek.

Tsunamis and Seiches - As Baldwin Park is an inland city, it could not experience a tsunami. Similarly, the few bodies of water in the Baldwin Park area are small enough that they would not be able to produce a seich large enough to cause any damage.

## Slope Instability Hazards

Either man-made or natural erosion leads to slope instability and landslides. Risk of instability is related to slope gradient, soil type, amount of erosion or disturbance, drainage, and the soil's water retention ability. In Baldwin Park there is not much of a chance of a landslide due to the nearly flat topography. However, the 1981 General Plan suggests that detailed engineering surveys be required for any project proposed within 350 feet of the quarry walls of the gravel pits just outside the northeast corner of the city.

## Flooding

Flooding in California is a serious concern. The quantity of water received during a storm in Southern California may not be extreme relative to other parts of the country; however, the short duration of the rainfall coupled with rapid runoff rates and the amount of debris collected can create flood waters which can cause an enormous amount of damage. The California Division of Mines and Geology estimates that losses as a result of flooding within the state will exceed \$6.5 billion for the period from 1970 to 2000.

The National Flood Insurance Program rate maps (FIRM) classify all of Baldwin Park as an Area C (little chance of flooding). In the past, only minor flooding has occurred, due to inadequate storm drain capacities. Some of these deficiencies have been rectified; others have not been. Areas still prone to flooding during major storms are:<sup>6</sup>

- Olive Street, between Baldwin Park Boulevard and La Sena Avenue;
- the southeast corner of the Foster Avenue and Frazier Street intersection;
- the intersection of Dalewood Street and Francisquito Avenue;
- against the railroad crossing between Francisquito and Garvey avenues; and
- against the railroad crossing on Foster Avenue.

In general, though, most major storm-runoff waters are easily handled by the San Gabriel River, the Big Dalton Wash, and Walnut Creek Wash channel system, operated by the Los Angeles Flood Control District. The LAFCD also owns and operates the Santa Fe Flood Control Basin, just north of the city. Due to the design of the basin's dam, and the fact that water is present only a few months of the year, there is little to no chance of a flood due to a rupture of this dam.<sup>7</sup>

<sup>6</sup> Telephone conversation with Larry Garcia, City of Baldwin Park Public Works, April 1988.

<sup>7</sup> Baldwin Park General Plan, Technical Report No. 3, 1979.

In the case of failure of the Cogswell or San Gabriel dams to the north, overflow waters would be contained by the Morris Dam and San Gabriel River. However, in the event of failure of the Morris Dam, the City has prepared an emergency evacuation plan. This plan affects only the northeastern corner of the city as flood waters are not expected to pass south of Maine Avenue and Olive Street. Figure PS-3 shows the Emergency Evacuation Route and affected areas.

#### **4.4 Man-Made Hazards**

The term "man-made" refers to potential upset resulting from an induced or accidental occurrence indirectly or directly related to human activity. The majority of the potential hazards include those commonly found in an urban setting such as Baldwin Park's. These hazards include wildland and structural fires, industrial hazards, hazardous waste incidents, and traffic-related accidents. Other types of hazards found in urban areas include those related to rail and air traffic and to nuclear attack.

##### **Fire Hazards**

Two types of fire hazards are possible - wildland and structural. Wildland fires refer to those fires in undeveloped areas that have the potential to destroy vegetation, wildlife habitats, the watershed, and structures. These fires originate outside of structures and are generally caused by carelessness with matches, cigarettes, or campfires.

Structural fires originate within a structure and are generally caused by carelessness, faulty equipment, or ignorance of fire prevention precautions. These fires tend to pose the most danger to humans because of the greater probability of human presence.

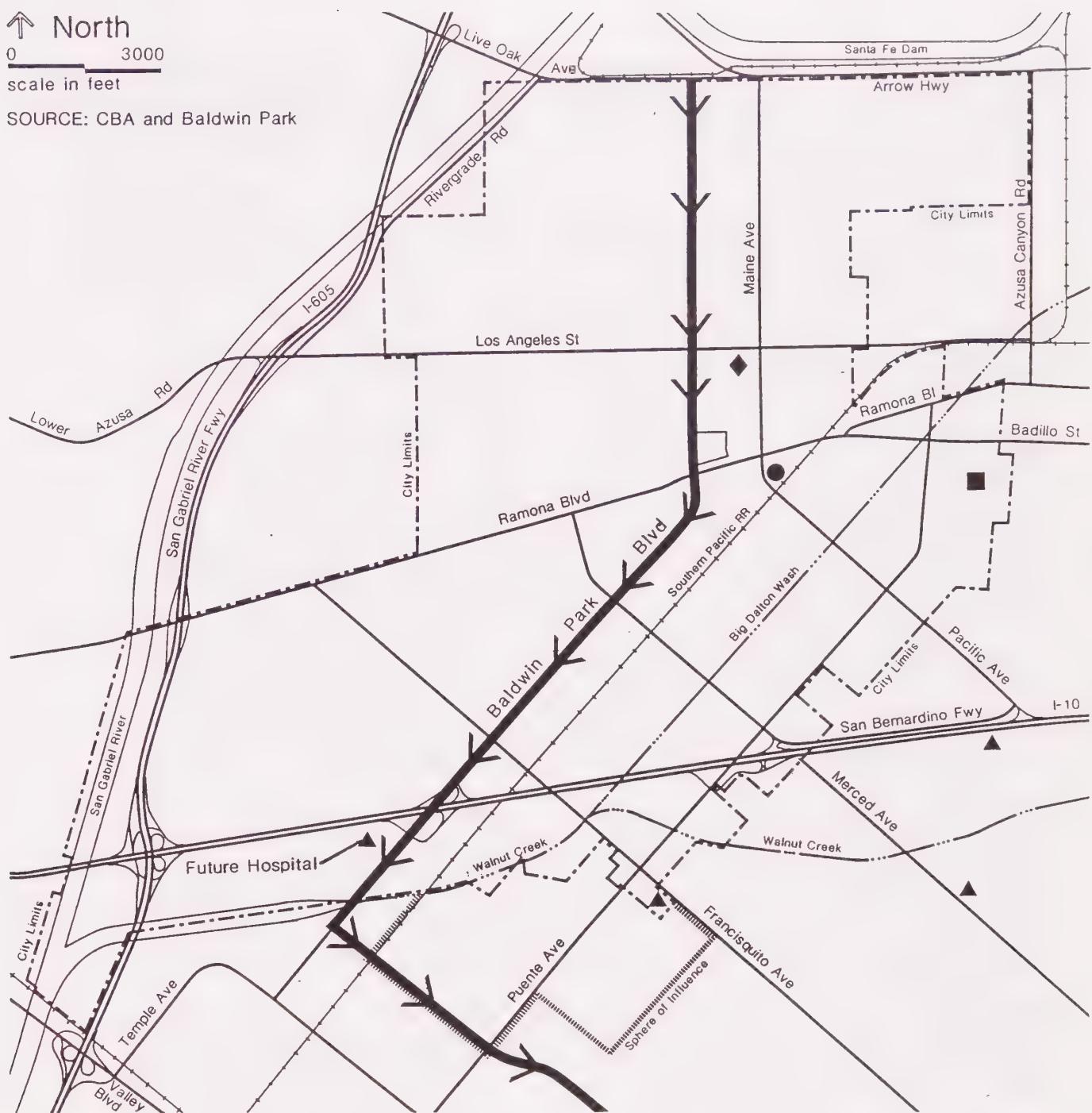
Because Baldwin Park is totally urbanized, only structural fires are possible. Responsibility for responding to these fires lies with the Los Angeles County Fire Department, which operates Station 29 on Los Angeles Street (see the Public Services Element Technical Report for specific information about this agency). The company's response time is about 4-5 minutes within the city. Baldwin Park has an insurance fire rating (ISO) of 3-4 (on a scale of 10, 1 being the highest rating), depending on the location of the structure.

##### **Hazardous Materials and Substances**

Throughout the United States, there has been little regulation of the disposal of domestic and industrial wastes until recently. This lack of regulation has resulted in the indiscriminate dumping of various waste materials, including hazardous wastes, in many land disposal sites around the country. California law defines hazardous waste as any waste material, by-product, or mixture of waste material which is toxic, corrosive, flammable, an irritant, a strong sensitizer, or a pressure generator through decomposition, heat, or other means. These materials

↑ North  
0 3000  
scale in feet

SOURCE: CBA and Baldwin Park



- |   |  |
|---|--|
| ◆ | Fire Station No. 29                          |
| ● | Hospital                                     |
| ■ | Police Department (City Hall)                |
| ■ | Evacuation Route                             |
| ■ | Evacuation Center (Baldwin Park High School) |

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Figure PS-3  
Evacuation Route  
and Emergency Facilities

may cause serious injury or illness to humans, domestic livestock, or wildlife. Approximately 800 materials have been designated as "hazardous" and are identified in "Landfill Disposal of Hazardous Wastes and Sludges" by Marshall Sitig, which is available from the Southern California Air Quality Management District.

The California General Plan Guidelines define hazardous waste as "an injurious substance, including pesticides, herbicides, toxic metals and chemicals, liquified natural gas, explosives, volatile chemicals, and nuclear fuels." These can be further classified by waste types -- toxins, irritants, flammables, and explosives. Categorization allows for a systematic methodology for dealing with the problems associated with hazardous wastes: transport, storage, disposal, and emergency response.

Transport - The city is accessed by two major freeways (interstates 10 and 605) which link the Los Angeles metropolitan area with points east and north and serve as major transportation routes for long-haul truck transport. Transport of hazardous materials by truck and rail is regulated by the U.S. Department of Transportation through national safety standards. The federal safety standards are also included in the California Administrative Code, Environmental Health Division. The California Health Services Department regulates hazardous waste haulers.

In addition, the Southern Pacific Railroad operates one rail that bisects the planning area. Trains operating on this line pass through developed areas of the city. Because the railroads and interstate highways are federally controlled or regulated, the City's options in regulating transport on these facilities are limited or nonexistent.

Safe truck routes and truck stops have been designated by the California Highway Patrol for motor carriers hauling the following hazardous materials throughout the state: explosives, cargo tanks of fuming nitric acid, anhydrous hyrazine, and liquid nitrogen tetroxide. In Baldwin Park, only interstates 10 and 605 have received such classification.<sup>8</sup> Materials other than these may be transported on any route. Movement of trucks within Baldwin Park are controlled by City ordinances.

Storage and Use - Responsibilities for storage and use of various hazardous materials belong to various agencies. These agencies and their responsibilities are listed in Table PS-4. Specific regulations for each type of hazardous material can be found with these agencies.

The Environmental Protection Agency (EPA) Toxic and Waste Management Division monitors toxic and hazardous waste generators throughout Los Angeles and other counties. Table PS-5 identifies the establishments in Baldwin Park which generate toxic and hazardous wastes. The EPA defines these establishments according to three types of uses: 1) generator of toxic and hazardous waste, 2) treatment/storage/disposal, and 3)

<sup>8</sup> Telephone conversation with John Leighton, Motor Carrier Specialist 2, California Highway Patrol, April 1988.

transporter. All of the listings in Table PS-5 are generators. None of the firms in Baldwin Park treats, stores, or disposes of wastes, and only one (Pacific Bell) transports wastes. Figure PS-4 locates the firms listed in the table.

Response to Emergencies - The Baldwin Park Emergency Preparedness Plan (1984) outlines the various agencies and their responsibilities in the event of a hazardous waste emergency. Briefly, the chain of activities is as follows:

TABLE PS-4

STORAGE AND USAGE OF HAZARDOUS MATERIALS,  
RESPONSIBLE AGENCIES

<u>Agency</u>	<u>Responsibility</u>
County of Los Angeles Department of Public Works, Waste Management Division	Regulates the storage of hazardous materials in underground tanks
LA Co. Fire Department	Regulates and enforces safety measures for the storage and use of hazardous materials
U.S. Environmental Protection Agency	Regulates labeling of storage containers of hazardous materials, requiring instructions for proper use and storage
California Department of Industrial Relations, Cal-OSHA Division	Regulates proper use of hazardous materials
U.S. Department of Agriculture	Regulates pest control operations, pesticide dealers, and pesticide users for proper use and storage
California Department of Food and Agriculture	Enforces State pest control laws
State Water Resources Control Board	Cooperates in regulation enforcement
Division of Industrial Safety	Cooperates in regulation enforcement
Police DAB	Responsible for implementation of AB 2185 - Right to Know Law and SARA Title III EPA Requirements

Source: Cotton/Beland/Associates, Inc., April 1988; Los Angeles County Department of Public Works, January 1989.

**TABLE PS-5**  
**BALDWIN PARK TOXIC AND HAZARDOUS  
 WASTE GENERATORS**

Establishment	Address
1. Altman's RV Center	1155 Baldwin Park Blvd.
2. Arco Station*	13758 E. Los Angeles St.
3. Consolidated Products	5048 Calmview Ave.
4. Coventry Manufacturing Co.	5152 Commerce Dr.
5. Cyclone Excelsweld Co.	14604 Arrow Highway
6. General Telephone of California	14436 Ramona Blvd.
7. GEX International Corp.	15245 Nubia St.
8. GTX Corp.	14832 Arrow Highway
9. In-N-Out Burger	13502 E. Virginia Ave.
10. Le Frans Cleaners	14312-14 Ramona Blvd.
11. Leaseway West	4416 N. Azusa Canyon Rd.
12. L.A. County Road Dept.	14747 E. Ramona Blvd.
13. McDaniel's Cleaners	14238 E. Ramona Blvd.
14. Miller Graphics	4550 Littlejohn St.
15. Mobile Station*	12670 Ramona Blvd.
16. PFR Waste Specialists	14902 E. Ramona Blvd., Unit C
17. Pacific Bell	14436 E. Ramona Blvd.
18. Pacific Bell	14540 E. Ramona Blvd.
19. R&G Industrial Enameling	1350 Vineland Ave.
20. Russell Transportation	5127 N. Heintz St.
21. Shell Station*	12999 E. Garvey Ave.

TABLE PS-5

**BALDWIN PARK TOXIC AND HAZARDOUS  
WASTE GENERATORS**

(continued)

Establishment	Address
22. Unocal Station*	3111 Baldwin Park Blvd.
23. Webster's Refuse Disposal	13940 Live Oak Dr.
24. John C. Zola Labs	15460 Arrow Highway

Source: EPA Toxic and Waste Management Division list of generators, July 1987; and City of Baldwin Park, October 1988.

\* As of September 1988, tank leaks were found at these stations.



SOURCE: Environmental Protection Agency, July 1987 Data; City of Baldwin Park, October 1988

**BALDWIN**  
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Program

Figure PS-4  
Toxic and Hazardous  
Waste Generators

1. Upon notification of a hazardous incident, a City agency will contact the Baldwin Park Police Department;
2. The BPPD Dispatcher will then notify the Los Angeles County Fire Department;
3. The LACFD Dispatcher will cause to respond that equipment and personnel required for initial action;
4. The Senior Police Officer at the scene will be the Incident Commander, whose responsibility it shall be: 1) to notify and call for assistance from any City agency needed; 2) determine the necessity of evacuation and implement such an action if the situation warrants; and, 3) determine whether the matter is of such magnitude that the City Manager, as Director of Emergency Services, should be advised;
5. If the City Manager determines that the incident requires the notification of all personnel on the Alert Notification list, the BPPD and LACFD dispatchers will place notification in effect.

It should be noted that, in the case of an emergency, any and all City agencies and personnel are required to provide assistance when requested by the Incident Commander or the Director of Emergency Services (City Manager).



## **Appendix to the Public Safety Element**

The County of Los Angeles Department of Public Works, in a letter and map dated December 20, 1988, identified areas in Baldwin Park with drainage needs. The map has been reproduced for this document and is hereby incorporated into the General Plan. The County's letter is included in Appendix B (Responses to Comments on Draft General Plan).

The following references identify where in the Public Safety Element and Technical Report potential flooding problems in Baldwin Park are discussed.

### Page

PSE-2: discusses potential for flooding due to dam failings;

PSE-5: identifies the Baldwin Park Emergency Preparedness Plan as the source for emergency plans in case of flood;

PSE-6: lists the City's goals and policies regarding public safety;

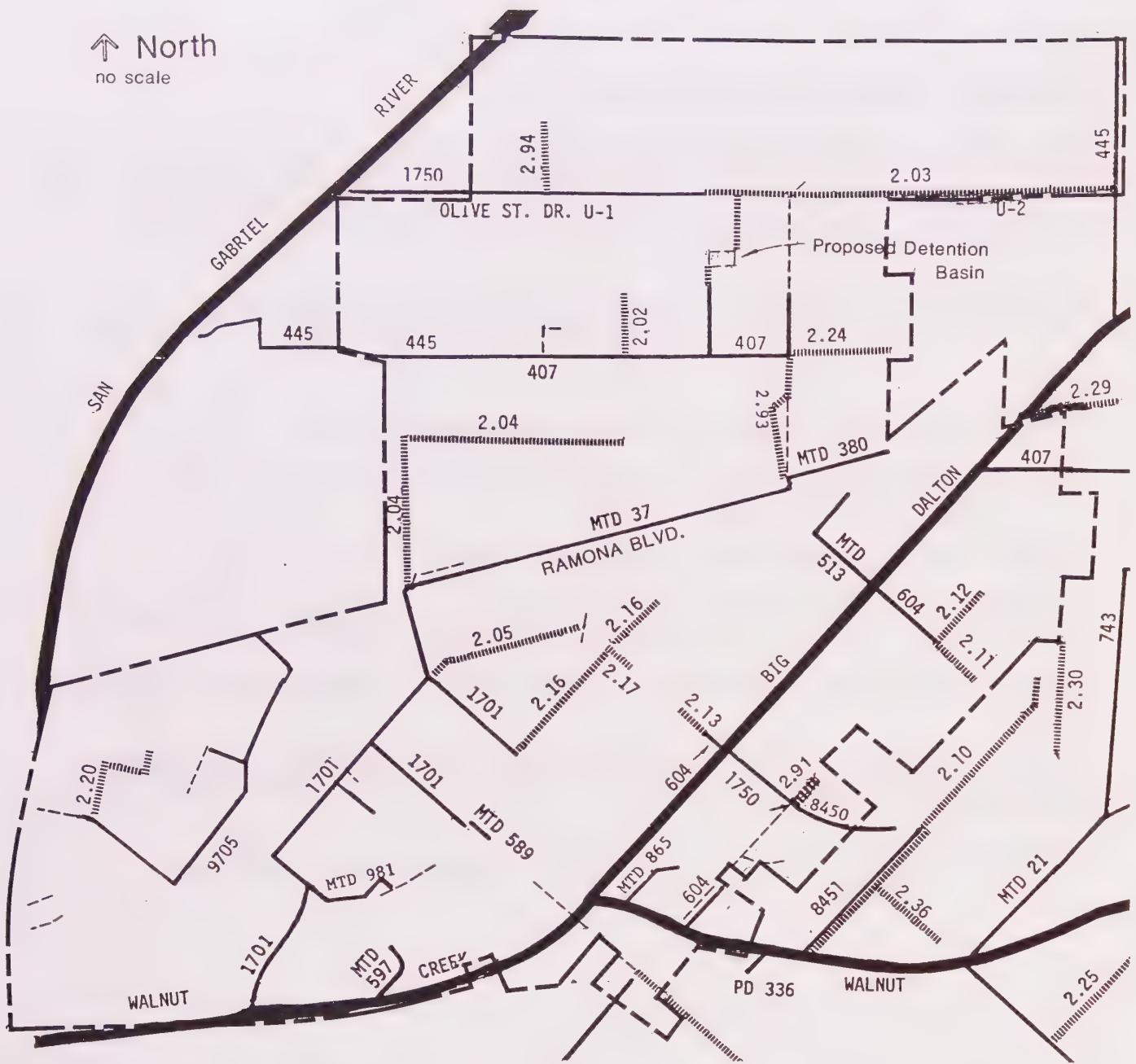
PSTR-3: Table PS-1 identifies types of potential flooding and their potential of occurrence, scope of risk, and emergency response level;

PSTR-4: Figure PS-1 identifies the area of potential inundation due to dam failure;

PSTR-11: discusses Baldwin Park's susceptibility to flooding, including areas prone to flooding during major storms as identified by the Baldwin Park Department of Public Works;

PSTR-13: Figure PS-3 delineates the City's emergency evacuation route.

↑ North  
no scale



SOURCE: County of Los Angeles, Department of Public Works

**BALDWIN**  
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Program

Flood Control and Water Conservation Plan

# Baldwin Park General Plan

Circulation Element  
January 1989

**BALDWIN**  
**PARK**  
General  
Plan  
Program



## CIRCULATION ELEMENT

### 1.0 INTRODUCTION

#### 1.1 State Requirements

A sound, safe, and sensible circulation system allows for the efficient movement of people and goods in and around the city. The Circulation Element is concerned with establishing policies and programs which will improve the ability of all systems to meet the transportation needs of Baldwin Park.

State Law requires every general plan to contain a Circulation Element which, at a minimum, must identify the "general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and other public utilities and facilities, all correlated with the land use element of the general plan" [Section 653002(b)]. Items of particular concern to Baldwin Park include:

- Street capacity and orientation;
- Freeway access;
- Future streets;
- Commuter traffic;
- Adequate parking;
- Public transit; and
- Access to landlocked parcels.

The Circulation Element addresses the circulation improvements needed to provide adequate access, relieve congestion, improve mass transit services, and lessen long-term air quality impacts related to transportation.

#### 1.2 Issues Identification

##### Existing Conditions

The major portion of the circulation system for the City of Baldwin Park has developed over the years and with that development, circulation problems have been built into the system. Due to the maturity of many parts of the study area, the remedies to these problems are limited and potential solutions must be carefully evaluated. However, the City has the opportunity in the redevelopment and landlocked areas to plan for a circulation system that will meet future traffic demands. A detailed description and evaluation of current circulation conditions in Baldwin Park is contained in the Circulation Element Technical Report.

## 2.0 CIRCULATION PLAN

### Future Traffic Demands

Future travel demands are directly related to future land use. When changes are made in the type and/or intensity of land use, there is a resultant change in travel demands. Similarly, any modification to the circulation system has an impact upon land use. This relationship between land use and circulation is the most important concept in the Circulation Element. The City decision makers should include this concept in any discussion of land use and/or circulation system modification.

Future land use data were utilized to estimate trip generation upon complete buildout of the General Plan. Ultimate daily traffic volumes were estimated based on existing land use and proposed land use data. The trip generation rates for each respective land use are listed in Table CE-1. Currently, 327,200 daily trips are being generated in the City of Baldwin Park. Under buildout of the 1979 General Plan, this would increase to 424,400 daily trips. Under the updated General Plan, 411,800 daily trips will be generated. This information is summarized in Table CE-2. Table CE-3 summarizes the residential trip generation for the city. There are currently 154,000 daily trips being generated by the residential units within the city. Under buildout of the 1979 General Plan, that number would increase to 177,400. Under buildout of the updated General Plan, the daily trip generation will be 163,900. Table CE-4 summarizes the residential trip generation for the redesignated land use areas of the updated General Plan. Under buildout of the 1979 General Plan, these areas would experience an increase of 14,600 daily trips. Only 2,300 additional daily trips will be generated under buildout of the updated General Plan.

The estimated residential, commercial, and industrial trips contained in Table CE-2 were assigned to the city's circulation system. The assignment was based upon the location of the various land uses within the City of Baldwin Park. The 1979 General Plan would increase the total daily volume of the city by 30%, while the proposed General Plan will increase the city's daily volume by 26%. Because the various land uses and land use changes are spread throughout the city, it is assumed that the citywide increase in total daily traffic will increase the individual arterial and collector streets at the

**TABLE CE-1**  
**TRIP GENERATION RATES**

<u>LAND USE</u>	<u>DESCRIPTOR</u>	<u>DAILY TRIP PER DESCRIPTOR</u>
Single-Family (1)	Dwelling Unit	10
Multi-Family (1)	Dwelling Unit	8
Mobile Home (1)	Dwelling Unit	5
Neighborhood Commercial (2)	Acre	400
General Commercial (2)	Acre	500
Central Business District (2)	Acre	500
Office Industry (2)	Acre	100
Industrial/Commercial (2)	Acre	200
Commercial Manufacturing (2)	Acre	200
General Manufacturing (2)	Acre	60

---

(1) ITE Trip Generation Rates, 4th Edition.

(2) San Diego Traffic Generators

Source: Weston Pringle & Associates

**TABLE CE-2**  
**TRIP GENERATION**  
**CURRENTLY BUILT VS. GENERAL PLAN**

<u>LAND USE</u>	<u>CURRENTLY BUILT 1988 /DAILY TRIPS</u>	<u>BUILDOUT UNDER UPDATED GENERAL PLAN /DAILY TRIPS</u>
Single-Family Residence	11,652/116,500 Units	11,581/115,800 Units
Mutli-Family Residence	4,418/35,300 Units	5,743/45,900 Units
Mobile Homes	435/2,200 Units	435/2,200 Units
Neighborhood Commercial	25/10,000 Acres	41/16,400 Acres
General Commercial	202/101,000 Acres	352/176,000 Acres
Central Business District	48/23,700 Acres	*
Office Industrial	21/2,100 Acres	30/3,000 Acres
Industrial/ Commercial	59/11,800 Acres	84/16,800 Acres
Commercial Manufacturing	37/7,400 Acres	57/11,400 Acres
General Manufacturing	286/17,200 Acres	405/24,300 Acres
<b>TOTAL DAILY TRIPS</b>	<b>327,200</b>	<b>411,800</b>
<b>ADDITIONAL DAILY TRIPS</b>		<b>+84,600</b>

\* The "Central Business District" General Plan classification is proposed to be redesignated to coincide with its zoning categories, which are "General Commercial" (63 acres) and "Neighborhood Commercial" (5 acres).

Source: Weston Pringle & Associates

**TABLE CE-3**  
**RESIDENTIAL TRIP GENERATION FOR ENTIRE CITY**  
**CURRENTLY BUILT VS. GENERAL PLAN**

<u>DWELLING TYPE</u>	<u>UNITS CURRENTLY BUILT 1988 /DAILY TRIPS</u>	<u>UNITS AT BUILDOUT UNDER UPDATED GENERAL PLAN /DAILY TRIPS</u>
Single-Family Residences	11,652/116,500	11,581/115,800
Mutli-Family Residences	4,418/35,300	5,743/45,900
Mobile Homes	435/2,200	435/2,200
TOTALS	16,505/154,000	17,759/163,900
Additional Units/ Additional Daily Trips		1,254/9,900

Source: Weston Pringle & Associates

**TABLE CE-4**  
**RESIDENTIAL TRIP GENERATION FOR REDESIGNATED AREAS**  
**CURRENTLY BUILT VS. GENERAL PLAN**

<u>DWELLING TYPE</u>	<u>UNITS CURRENTLY BUILT 1988 /DAILY TRIPS</u>	<u>UNITS AT BUILDOUT UNDER UPDATED GENERAL PLAN /DAILY TRIPS</u>
Single-Family Residences	276/2,760	208/2,080
Mutli-Family Residences	1,052/8,410	1,421/11,370
Mobile Homes	13/70	13/70
TOTALS	1,341/11,240	1,642/13,520
Additional Units/ Additional Daily Trips		301/2,280

---

Source: Weston Pringle & Associates

same percentage. An additional 10% increase has been added to Ramona Boulevard, and an additional 5% has been added to Los Angeles Street, Baldwin Park Boulevard (south of Ramona), Francisquito Avenue (directly adjacent to the San Bernardino (I-10) Freeway), and Maine Avenue through downtown. These additions are based on increases in through-traffic due to development in areas adjacent to the city and adjustments based on increased through-traffic in the city. Figure CE-1 illustrates daily traffic volumes for the proposed General Plan land uses.

These are the resultant future volumes combined with existing volumes. Due to the various assumptions required to develop these estimates, they are not precise values. These projections do indicate the magnitude of future traffic and provide a method of determining circulation system needs. According to Caltrans, the San Bernardino (I-10) Freeway will experience a 20% growth in the Baldwin Park area. It is expected that the City of Baldwin Park will experience increased through-traffic as traffic volumes on the San Bernardino (I-10) Freeway increase and congestion worsens.

#### Proposed Circulation System

The projected travel demands illustrated in Figure CE-1 for conditions upon land use changes of the proposed General Plan provide a basis for developing a circulation system to serve future needs. These volumes can be related to street classifications systems which include various planning data. The recommended circulation system is described in this section.

Various methods of classifying circulation systems have been developed to assist in the planning and development of communities. Cities, counties, and private agencies have developed road classifications which provide a basis for determining the proposed system. Table CE-5 lists such a configuration and daily capacity data. This data is based upon a maximum Level of Service D.

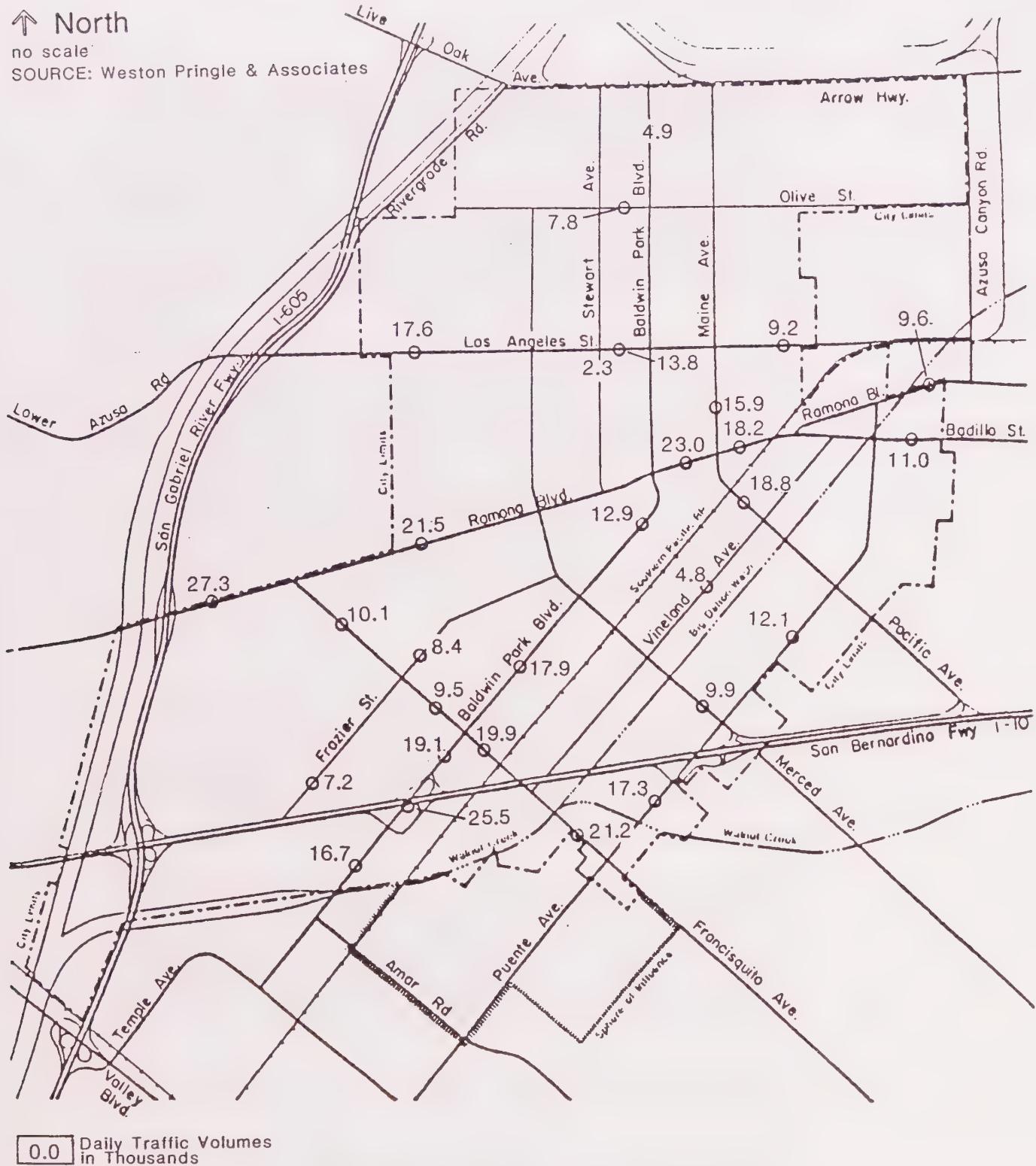
Figure CE-2 presents the City's Master Plan of Streets based on projected travel demands.

In addition to the functional descriptions listed in Table CE-5, specific criteria for various street classifications have been developed and are summarized in Table CE-6 and illustrated in Figure CE-3. These criteria are recommended as design guidelines for the

↑ North

no scale

SOURCE: Weston Pringle & Associates



# BALDWIN PARK

General  
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Figure CE-1  
General Plan City Buildout  
Average Daily Volumes

**TABLE CE-5**  
**DAILY TRAFFIC CAPACITY - ARTERIAL STREETS**

<u>ARTERIAL CLASSIFICATION</u>	<u>STREET CONFIGURATION</u>	<u>APPROXIMATE DAILY CAPACITY (Level of Service D)</u>
Arterial	4 lanes + left turn channelization	33,000
Collector	4 lanes	22,000
Residential	2 lanes + left turn channelization	12,500
Local	2 lanes	1,500

Source: Weston Pringle & Associates



↑ North CBA scale in feet

SOURCE: CBA 11/15/88



Arterial
Collector
Future Local Street
Current Local Street
Fire Station No. 29
Police Department (City Hall)
Evacuation Center (Baldwin Park High School)
Hospital
Future Hospital

Figure CE-2  
Master Plan of  
Streets

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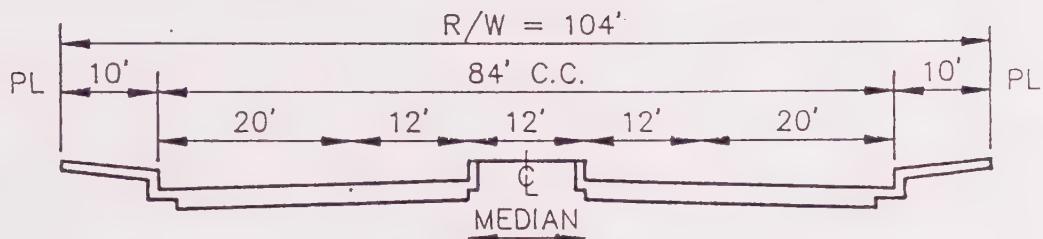


**TABLE CE-6**  
**SUMMARY OF RECOMMENDED MINIMUM STREET DESIGN STANDARDS**

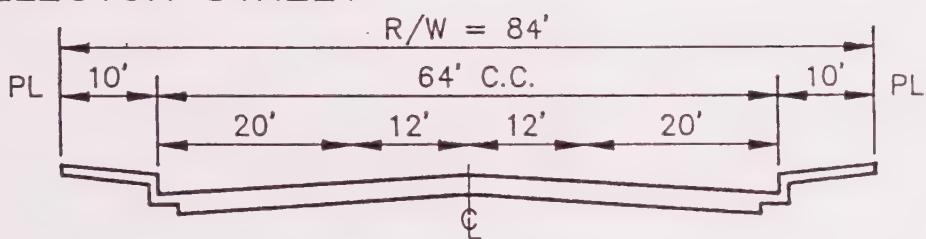
<u>DESCRIPTION OF DESIGN CRITERIA</u>	<u>ARTERIAL STREETS</u>	<u>COLLECTOR STREETS</u>	<u>RESIDENTIAL STREETS</u>	<u>LOCAL STREETS</u>
Estimated 24-hour Traffic Volume	22,000-33,000	12,500-22,000	1,500 Maximum	300 Maximum
Design Speed	50 MPH	40 MPH	25 MPH	25 MPH
Intersection Spacing	1200'	600'	250'	-----
Right-of-Way	104'	84'	60'	56' (Radius=50')
Access to Adjoining Property	Intersection Only	Avoid Where Possible	OK	OK
Curb-to-Curb Width	84' (12' Median)	64'	40'	36' (Radius=40')
Stopping Sight Distance (Summit & Sag)	350'	275'	160'	160'
Minimum Horizontal Radius	850'	550'	200'	200'

Source: Weston Pringle & Associates

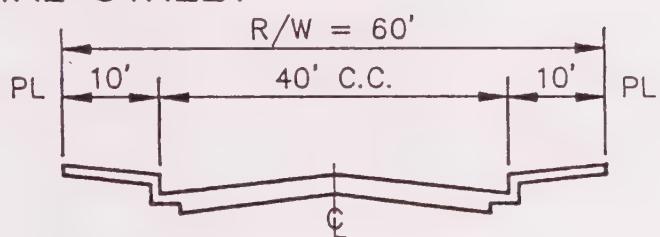
### ARTERIAL STREET



### COLLECTOR STREET



### RESIDENTIAL STREET



R/W Right of Way

CL Center Line

PL Property Line

**BALDWIN**  
General  
Plan  
Program  
**PARK**

Figure CE-3  
Typical Street Cross Section

development of the city. Any deviation from these standards should be based upon a thorough analysis by a qualified traffic engineer, with review and approval by City staff. The criteria are to assist in the development of a functional and safe circulation system. It is recognized that some of these criteria cannot be achieved in areas with existing development; however, they can serve as a goal for new development or redevelopment.

### Special Concerns and Standards

#### **Appropriate Right-of-Way and Curb-to-Curb Widths**

In Figure CE-3 the following right-of-way and curb-to-curb widths will be utilized by the City of Baldwin Park when new development and redevelopment affords the opportunity. A number of residential streets in the city are without curbs and/or have insufficient widths. A citywide program should be implemented to bring these streets to standard specifications.

#### **Cross-Town Arterials**

Effort should be made for arterials to carry both east-west and north-south traffic through the city. This will relieve traffic on local and residential streets as commuters will find it easier and faster to travel on streets designed for commuting. Commuter traffic should be discouraged from local and residential street use. Traffic control devices should be designed to accommodate commuter traffic. On-street parking should be discouraged on commuter roadways.

#### **Transportation Demand Management**

Transportation Demand Management (TDM) is a plan to reduce the number of trips to and from a place of employment. Commuter Transportation Services, Inc. states that "TDM plans are an approach to transportation planning that draws upon a variety of ridesharing and related strategies to develop cost-effective ways to reduce traffic congestion within the confines of the existing transportation infrastructure." TDM strategies include, but are not limited to, carpools, vanpools, buspools, transit, parking management, variable work hours, bicycling, walking, and park-and-ride lots. These strategies can reduce traffic congestion, improve air quality, and lower mental stress levels. The City should encourage business, commercial, and industrial uses to utilize TDM programs. .

## **Freeway and Arterial Directional Signage**

A citywide signing program should be developed and implemented at appropriate places near freeway entrances and exits as well as known directional points of confusion throughout the city.

### **On-Street Parking**

On-street parking should be prohibited when the following, or the potential of the following, occur:

1. When there is a demonstrated need for a right-turn lane;
2. When parking obscures sight distance at a driveway;
3. When there is a capacity deficit which is exacerbated by on-street parking;
4. When there is a demonstrated collision problem;
5. Where frequent parking/unparking maneuvers create serious friction.

### **Landlocked Parcels, Lot Splits, and PUD Development**

When the opportunity arises for new development on landlocked parcels or parcels where lot splitting has occurred, PUD or single-family development should be encouraged. PUD development should utilize a private roadway system presently being enforced by the City. This will alleviate on-street parking on crowded arterials and collectors.

### **3.0 GOALS AND POLICIES**

#### **Circulation Goal:**

- 1.1 Develop plans and programs which will improve the circulation capabilities of Baldwin Park's street system.**

#### **Circulation Policies:**

- 2.1 Cooperate with the Southern California Rapid Transit District (SCRTD) in efforts to improve service in Baldwin Park.**
- 2.2 Encourage the proximity of compatible residential, commercial, and industrial land uses to promote and facilitate pedestrian and bicycle travel.**
- 2.3 Design and create environments for pedestrian activity.**
- 2.4 Develop a real-time traffic signal system that will minimize delay time and maximize movement in accordance with the daily fluctuation of traffic flow.**
- 2.5 The City will investigate methods to encourage the construction of future streets.**
- 2.6 The City will pursue the development of a transit center.**



## 4.0 CIRCULATION ELEMENT TECHNICAL REPORT

### 4.1 Introduction

This technical report, prepared by Weston Pringle Associates, describes existing circulation conditions in Baldwin Park.

### 4.2 1988 Traffic Street System and Volumes

The existing street classification system is illustrated in Figure C-1. These classifications are based on the City of Baldwin Park's existing classification system. The designated right-of-way and curb-to-curb widths are 100 feet and 84 feet, respectively, for Arterial Streets; 80 feet and 64 feet, respectively, for Collector Streets; and 60 feet and 40 feet, respectively, for Residential Streets. The Arterial typically is a divided highway that can be striped for either four or six through-lanes with left turn channelization at intersections. Baldwin Park Boulevard, Ramona Boulevard, and Badillo Street have been constructed to Arterial standards with raised medians and four through travel lanes. Frazier Street, Los Angeles Street, Merced Avenue, Olive Street, and Puente Avenue have been constructed to the Collector classification. Francisquito, Maine, and Pacific avenues have only 76 feet of right-of-way.

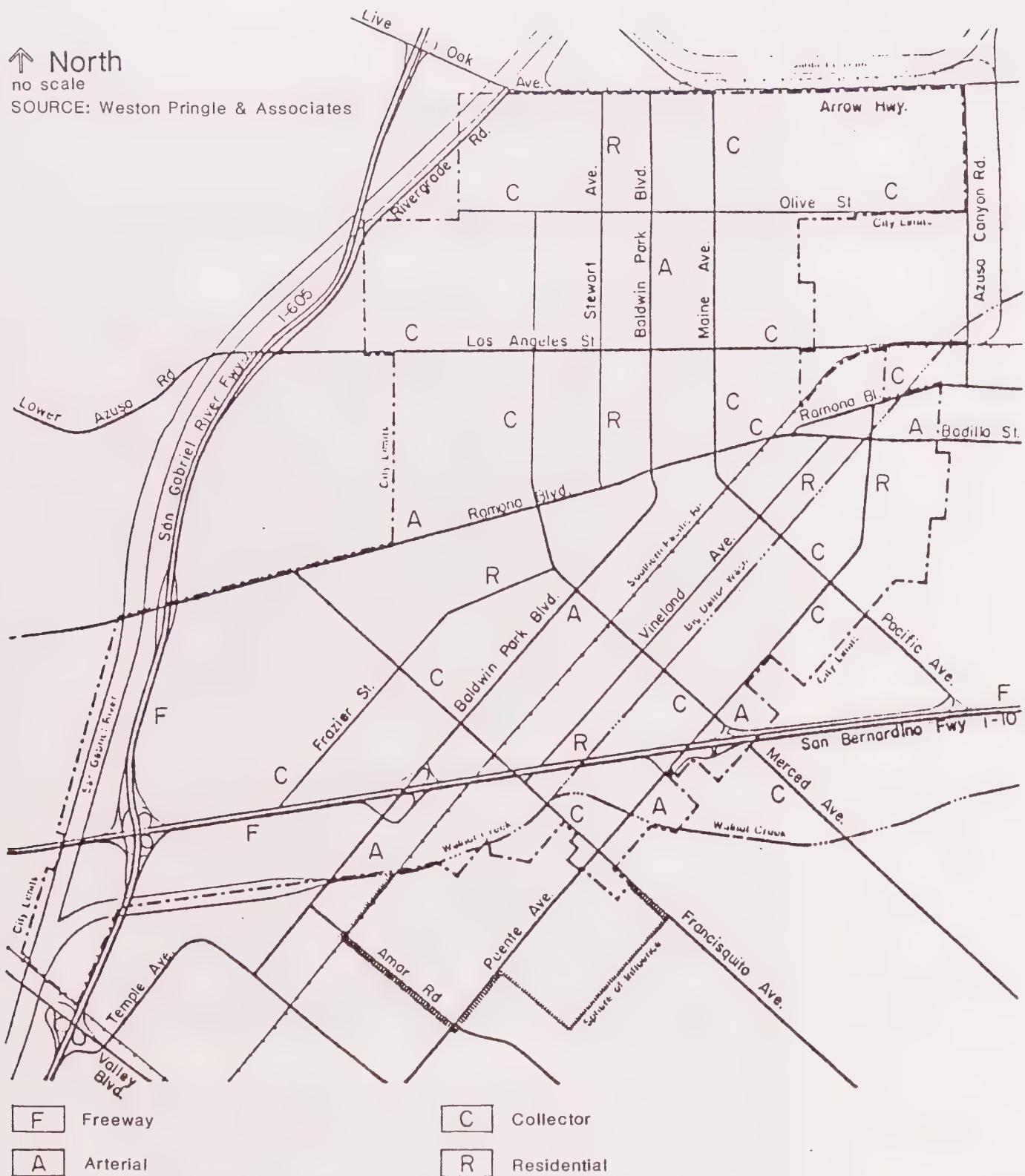
Existing daily traffic volumes within the study area are illustrated in Figure C-2. These data were obtained from the City of Baldwin Park. The highest volumes are indicated on Ramona Boulevard, which has a volume range between 21,500 vehicles per day (VPD) near the western boundary of Baldwin Park and 7,900 VPD in the far eastern portion of the city. Baldwin Park Boulevard has volumes that range between 20,900 VPD at the San Bernardino (I-10) Freeway interchange and 4,200 VPD in the northern portion of Baldwin Park. Los Angeles Street has volumes that range between 7,500 and 14,400 VPD, while Francisquito Avenue has volumes that range between 8,600 and 18,000 VPD.

Ramona Boulevard is designated an Arterial Street and has a raised median with left turn channelization at intersections. It is an east-west arterial that provides a route for commuter traffic generated in residential areas east of Baldwin Park that commute to employment areas to the west. Ramona Boulevard, during peak periods, provides an alternative to the congested San Bernardino (I-10) Freeway. It also provides access through downtown Baldwin Park. The right-of-Way and

↑ North

no scale

SOURCE: Weston Pringle & Associates



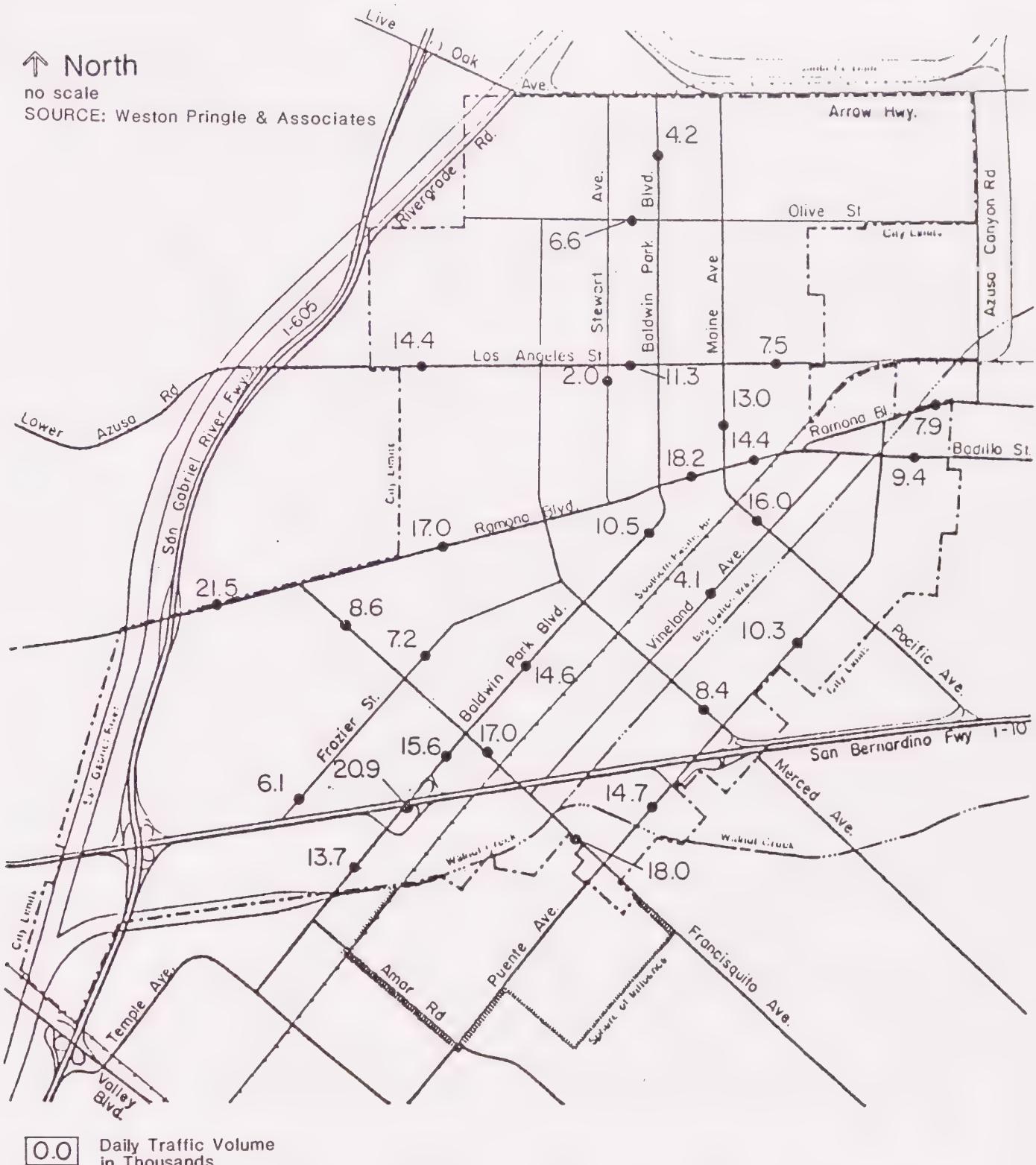
**BALDWIN  
PARK**  
General  
Plan  
Program

Figure C-1  
Existing Circulation Classification

↑ North

no scale

SOURCE: Weston Pringle & Associates



# BALDWIN PARK

General  
Plan  
Program

Figure C-2  
Existing Daily Traffic Volumes

curb-to-curb widths are 100 and 84 feet, respectively, west of Harlan Avenue; and 80 and 64 feet, respectively, both approaching and through the downtown area east of Harlan Avenue.

Baldwin Park Boulevard is designated an Arterial Street and has a raised median with left turn channelization at intersections in portions south and west of Ramona Boulevard. It lies in a northeast-southwesterly direction between the San Bernardino (I-10) Freeway and Ramona Boulevard. Past Ramona Boulevard it travels directly north and ends at the City boundary. The right-of-way width varies between 92 and 100 feet, while the curb-to-curb width varies between 74 and 80 feet.

Badillo Street, which intersects with Ramona Boulevard in the eastern sector of Baldwin Park, is designated an Arterial Street and has a raised median with left turn channelization at intersections. Badillo Street provides a route for commuters travelling between residential areas east of Baldwin Park and employment areas west of the city as it connects with Ramona Boulevard.

Los Angeles Street is designated a Collector Street, yet has a curb-to-curb width of only 60 feet. As the roadway approaches the City of Irwindale, at the western edge of Baldwin Park, the right-of-way and curb-to-curb widths narrow to 70 and 56 feet, respectively. Los Angeles Street also provides a route for commuters between the residential areas east of Baldwin Park and employment areas to the west.

Puente Avenue from the San Bernardino (I-10) Freeway is aligned in a northeast-southwesterly direction and ends just north of Ramona Boulevard. Puente Avenue encompasses all three of the City's street classifications. South of the freeway, right-of-way and curb-to-curb widths are 96 and 78 feet, respectively; north of the freeway, between Merced and Pacific Avenues, the right-of-way is 80 feet while the curb-to-curb width is only 56 feet; and north of Pacific Avenue to Ramona Boulevard the right-of-way and curb-to-curb widths are 60 and 40 feet, respectively.

Merced Avenue, which is designated a Collector Street, has relatively light traffic away from the San Bernardino Freeway in both directions. It lies in a northwest-southeasterly direction where it intersects with Ramona Boulevard and straightens into a north-south roadway. Merced Avenue has an approximate 250' jog at the Ramona Boulevard intersection.

Pacific Avenue, which is designated a Collector Street, connects with the San Bernardino (I-10) Freeway in West Covina, just southeast of Baldwin Park. The roadway lies in a northwest-southeasterly direction from the freeway and ends near Ramona Boulevard.

Maine Avenue, a designated Collector Street, is the north-south extension of Pacific Avenue through downtown. The right-of-way and curb-to-curb widths range between 74 and 48 feet, respectively, through downtown and 76 and 66 feet north of Los Angeles Street. Roadway travel through downtown is confined to a single travel lane in both directions. This poses a potential queuing problem as vehicles attempt to parallel park in the parking spaces lining the roadway.

Francisquito Avenue is designated a Collector Street and lies in a northwest-southeasterly direction through the city. A total of 17,000 VPD travel the roadway directly north of the freeway, yet the volume drops to 8,100 north of Baldwin Park Boulevard. This indicates that vehicles using Baldwin Park Boulevard use Francisquito Avenue to destinations south of the freeway. The right-of-way and curb-to-curb widths north of Frazier Street drop to 76 and 56 feet, respectively.

Frazier Street is designated a Collector Street as it extends northeast-southwesterly from the San Bernardino (I-10) Freeway. It then changes to the residential street north of Foster Avenue until it ends at Merced Avenue.

Vineland Avenue is designated a Collector Street between the San Bernardino Freeway and Badillo Street, where it ends.

Olive Street is a designated Collector Street that has an east-west alignment in the northern portion of Baldwin Park.

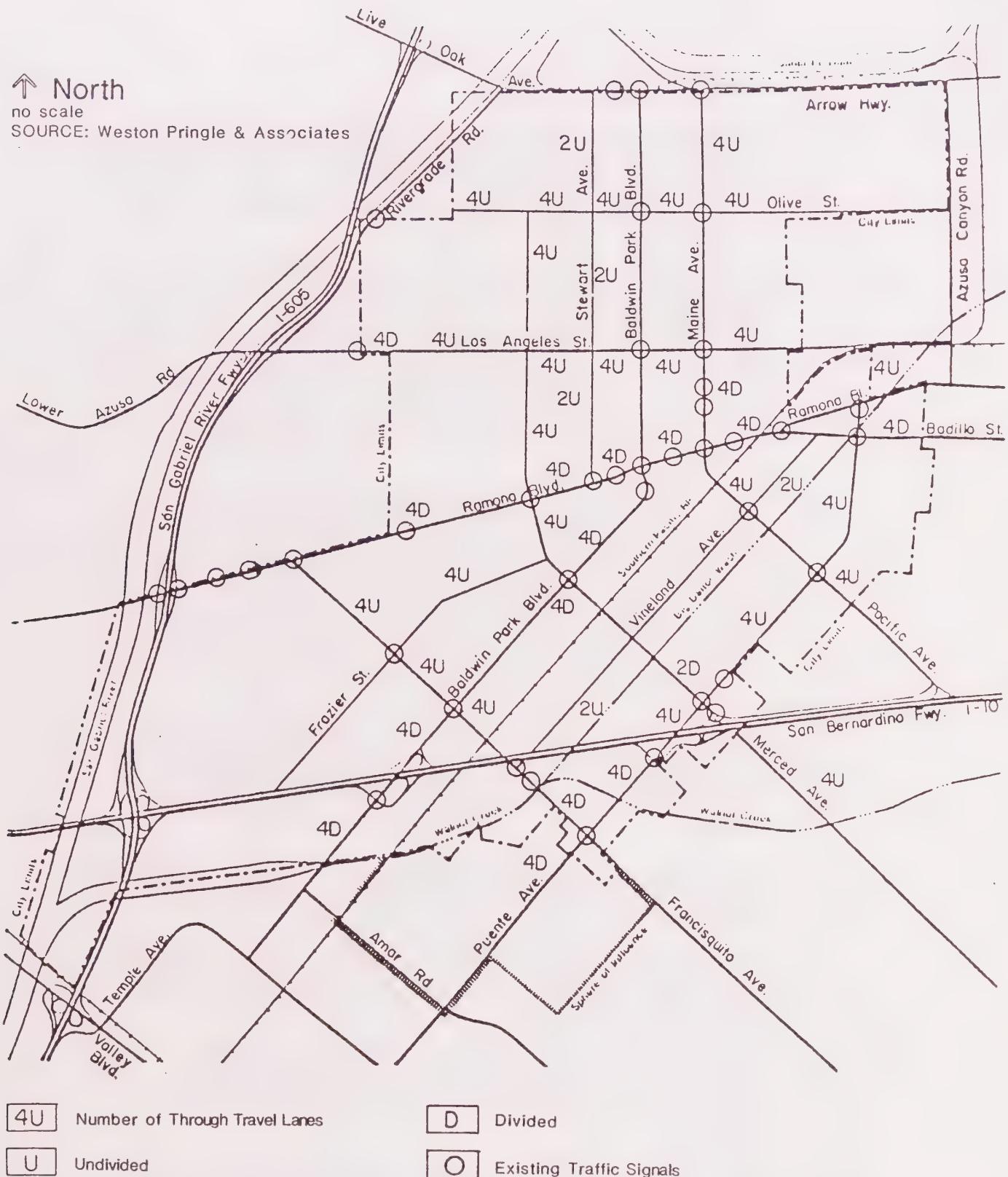
Stewart Avenue is designated a Residential Street and aligns in a north-south direction between Ramona Boulevard and Arrow Highway at the city's northern boundary.

Figure C-3 shows the location of the existing traffic signals and the numbers of through-travel lanes on the existing circulation system. As indicated on Figure C-3, there are 41 completed traffic signals in the City.

↑ North

no scale

SOURCE: Weston Pringle & Associates



# BALDWIN PARK

General  
Plan  
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Figure C-3  
Existing Traffic Signals and  
Number of Through Travel Lanes

The Southern California Rapid Transit District (SCRTD) provides transit service to the city with four different routes, as indicated in Figure C-4. Route 178 originates at the El Monte Terminal with a destination at Mount San Antonio College and California State Polytechnic University, Pomona. Route 274 originates and ends in the City of Industry. Route 486 originates in downtown Los Angeles with a destination at Mount San Antonio College and California State Polytechnic University, Pomona. Route 488 originates in downtown Los Angeles with a destination in the City of Glendora. Route 490 originates in Los Angeles with a destination of California State University, Fullerton. Route 492 originates at the El Monte Terminal with a destination at the City of San Dimas Park and Ride. The citizens of Baldwin Park also have access to two bus routes that travel directly to downtown Los Angeles using the San Bernardino (I-10) Freeway. Commuters can enter and exit the bus at Puente Avenue and the freeway. SCRTD bus routes are determined by district staff and can be modified or eliminated as the staff deems appropriate.

Average daily traffic volumes under 1979 General Plan buildout are displayed in Figure C-5. Tables C-1 through C-3 compare trip generations by land use. A discussion of this data is included in the Circulation Element, Section 2.0, which also reproduces information included in the tables.

#### **4.3 Potential Problem Areas**

Review of existing traffic and circulation conditions in the city has identified some potential problem areas. The potential problems are described below.

##### **Commuter Traffic Through Baldwin Park**

Commuter traffic between residential areas east of Baldwin Park and employment areas to the west present a potential through-traffic problem on both Ramona Boulevard and Los Angeles Street. Presently, the volumes on both arterials are at a satisfactory level. Future growth and development both within and outside the city could create an increase in traffic volumes as vehicles search for an alternative to the impacted San Bernardino (I-10) Freeway. Future development of both land and streets should consider this condition.

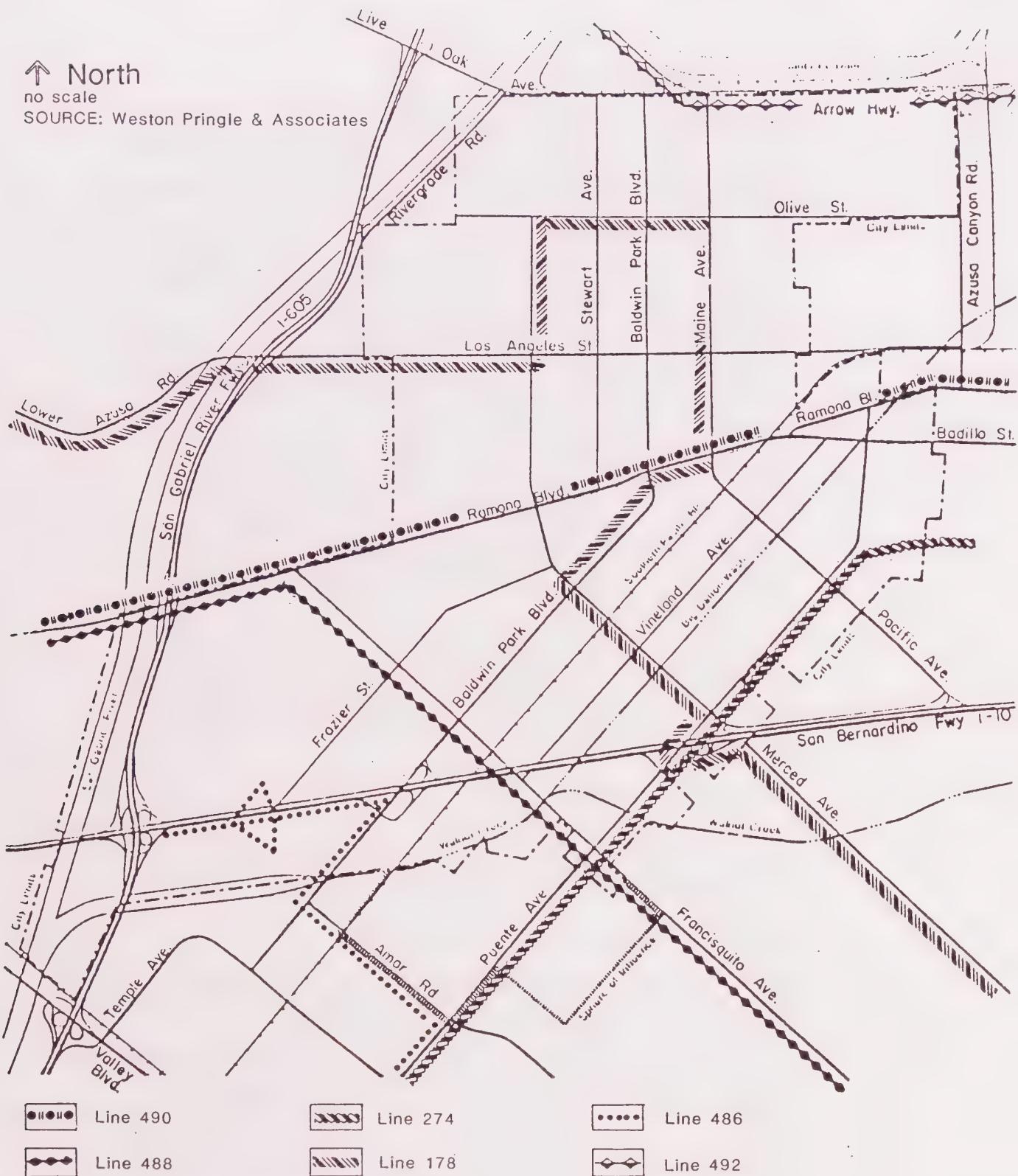
##### **Freeway Access Confusion**

Orientation and direction in Baldwin Park is oftentimes difficult. Vehicles exiting the freeway must utilize access or other roads which lead to the desired arterial.

↑ North

no scale

SOURCE: Weston Pringle & Associates



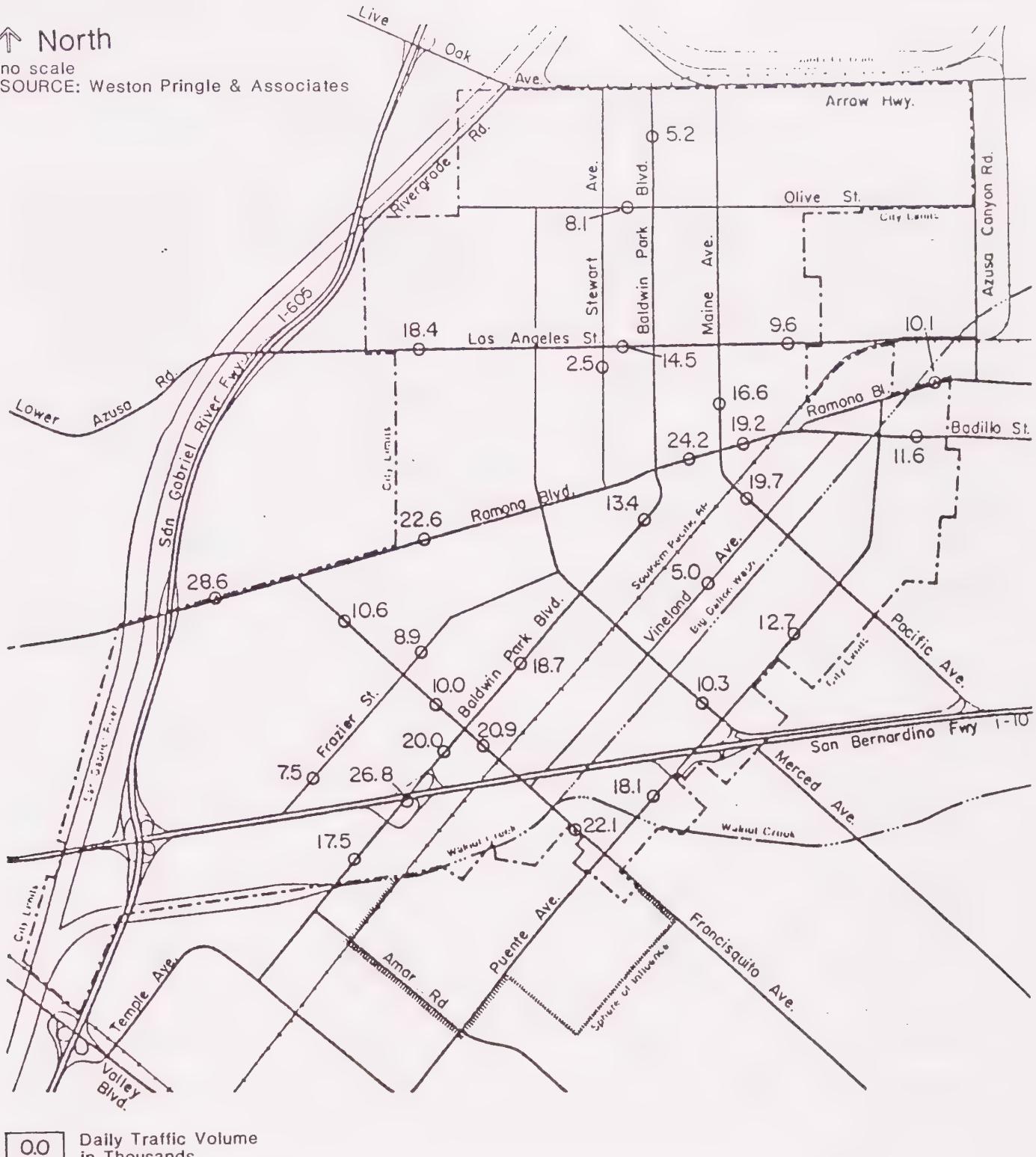
# BALDWIN General Plan Program

Figure C-4  
RTD Bus Lines

↑ North

no scale

SOURCE: Weston Pringle & Associates



# BALDWIN PARK

General  
Plan  
Program

Figure C-5  
1979 General Plan City Buildout  
Average Daily Volumes

**TABLE C-1**  
**TRIP GENERATION**  
**CURRENTLY BUILT VS. GENERAL PLAN**

<u>LAND USE</u>	<u>CURRENTLY BUILT 1988 /DAILY TRIPS</u>	<u>BUILDOUT UNDER 1979 GENERAL PLAN /DAILY TRIPS</u>	<u>BUILDOUT UNDER UPDATED GENERAL P /DAILY TRIPS</u>
Single-Family Residence	11,652/116,500 Units	11,373/113,700 Units	11,581/115,800 Units
Mutli-Family Residence	4,418/35,300 Units	7,690/61,500 Units	5,743/45,900 Units
Mobile Homes	435/2,200 Units	435/2,200 Units	435/2,200 Units
Neighborhood Commercial	25/10,000 Acres	35/14,000 Acres	41/16,400 Acres
General Commercial	202/101,000 Acres	289/144,500 Acres	352/176,000 Acres
Central Business District	48/23,700 Acres	68/33,500 Acres	*
Office Industrial	21/2,100 Acres	30/3,000 Acres	30/3,000 Acres
Industrial/ Commercial	59/11,800 Acres	84/16,800 Acres	84/16,800 Acres
Commercial Manufacturing	37/7,400 Acres	53/10,600 Acres	57/11,400 Acres
General Manufacturing	286/17,200 Acres	409/24,500 Acres	405/24,300 Acres
TOTAL DAILY TRIPS	327,200	424,300	411,800
ADDITIONAL DAILY TRIPS		+97,100	+84,600

\* The "Central Business District" General Plan classification is proposed to be redesignated to coincide with its zoning categories, which are "General Commercial" (63 acres) and "Neighborhood Commercial" (5 acres).

Source: Weston Pringle & Associates

**TABLE C-2**  
**RESIDENTIAL TRIP GENERATION FOR ENTIRE CITY**  
**CURRENTLY BUILT VS. GENERAL PLAN**

<u>DWELLING TYPE</u>	<u>UNITS CURRENTLY BUILT /DAILY TRIPS</u>	<u>UNITS AT BUILDOUT UNDER 1979 GENERAL PLAN /DAILY TRIPS</u>	<u>UNITS AT BUILDOUT UNDER UPDATED GENERAL PLAN /DAILY TRIPS</u>
Single-Family Residences	11,652/116,500	11,373/113,700	11,581/115,800
Mutli-Family Residences	4,418/35,300	7,690/61,500	5,743/45,900
Mobile Homes	435/2,200	435/2,200	435/2,200
TOTALS	16,505/154,000	19,498/177,400	17,759/163,900
Additional Units/ Additional Daily Trips		2,993/23,400	1,254/9,900

Source: Weston Pringle & Associates

**TABLE C-3**  
**RESIDENTIAL TRIP GENERATION FOR REDESIGNATED AREAS**  
**CURRENTLY BUILT VS. GENERAL PLAN**

<u>DWELLING TYPE</u>	UNITS CURRENTLY BUILT /DAILY TRIPS	UNITS AT BUILDOUT UNDER 1979 GENERAL PLAN /DAILY TRIPS	UNITS AT BUILDOUT UNDER UPDATED GENERAL PLAN /DAILY TRIPS
Single-Family Residences	276/2,760	1/10	208/2,080
Multi-Family Residences	1,052/8,410	3,215/25,720	1,421/11,370
Mobile Homes	13/70	13/70	13/70
<b>TOTALS</b>	<b>1,341/11,240</b>	<b>3,229/25,800</b>	<b>1,642/13,520</b>
Additional Units/ Additional Daily Trips		1,888/14,560	301/2,280

Source: Weston Pringle & Associates

Oftentimes two or more roadways must be accessed for vehicles entering the freeway. This can cause confusion for drivers not familiar with the area. Directional signage is one solution to the problem. Another solution is on-off ramp modifications. This is an expensive solution with further traffic and financing studies needed. Involvement and cooperation with Caltrans is necessary.

### Directional Confusion

Drivers may also experience confusion as the streets travelling from the San Bernardino (I-10) Freeway to the north do so in a northeast-southwesterly or a northwest-southeasterly directional pattern to Ramona Boulevard. North of Ramona Boulevard the streets change to a north-south configuration. The confusion often comes about as vehicles approaching Ramona Boulevard from the north are faced with a decision to travel southwest or southeast. A solution to the problem would be directional signage for both northbound and southbound traffic approaching Ramona Boulevard. The signage would include directions for the appropriate travel choices at that intersection. Signs should meet City codes and be aesthetically proper for the City of Baldwin Park.

### On-Street Parking

On-street parking is legal in one or both directions on all roadways reviewed in this report. Queued traffic, children darting out between cars, and vehicle accidents are possible on roadways that allow on-street parking.

### Access to Landlocked Parcels

Baldwin Park is encountering problems caused by landlocked parcels throughout the city. The parcels exist due to past development standards that created deep residential lots. As a result, a single lot may contain as many as four detached homes, one behind the other, with a single easement for vehicle access, referred to as lot splits. Lot splits result in many automobiles entering and exiting the property, congested on-street parking, and vehicles backing out onto busy roadways. A recent practice in Baldwin Park is the construction of Planned Unit Developments (PUDs) on these parcels. PUDs are single-family homes with vehicle access by a private roadway built to City standards. Standard PUD roadways create safer and easier entry onto a busy roadway as the vehicles enter front forward from a private drive. PUD

standards being utilized by the City alleviate parking on busy roadways as vehicle owners must park either in their garage, driveway, or on the private roadway if permitted. The City of Baldwin Park should continue to encourage PUD development while discouraging past lot split development practices.

# Baldwin Park General Plan

Noise Element  
January 1989





## **NOISE ELEMENT**

### **1.0 INTRODUCTION**

#### **1.1 State Requirements**

The Noise Element of the General Plan is a comprehensive program for including noise control in the planning process. It is a tool for Baldwin Park planners to use in achieving and maintaining compatible land use with environmental noise levels. The Noise Element identifies noise-sensitive land uses and noise sources, and defines areas of noise impact for the purpose of developing programs to ensure that Baldwin Park residents will be protected from excessive noise intrusion.

The Noise Element follows the recently revised State guidelines in the State Government Code, Section 653021(g), and Section 46050.1 of the Health and Safety Code. The Element quantifies the community noise environment in terms of noise exposure contours for both short- and long-term levels of growth and traffic activity. The information will become a guideline for the development of land use policies to achieve compatible land uses and provide baseline levels and noise source identification for local noise ordinance enforcement. The Technical Report contains background information and a glossary that defines key terms used in noise assessments.

#### **1.2 Issues Identification**

This section contains a detailed description of the current and projected noise environment within Baldwin Park. This description is based on an identification of noise sources and noise-sensitive land uses, a community noise measurement, and noise contour maps.

To define the noise exposure, this section first identifies the major sources of noise in the city. These are: freeways, aircraft overflights, arterial roadways, railroads, and industrial and commercial centers. To completely assess the noise environment in Baldwin Park, noise-sensitive receptors must also be identified. As mandated by the State, noise-sensitive receptors include, but are not limited to, areas containing schools, hospitals, rest homes, long-term medical or mental care facilities, or any other land use area deemed noise-sensitive by the local jurisdiction.

Based on the identification of the major noise sources and the location of sensitive receptors, a noise measurement survey was conducted for Baldwin Park. The function of the survey was threefold. The first was to determine the existing noise levels at noise-sensitive land uses. The second function was to provide empirical data for the correlation and calibration of the computer modeled noise environment. A third important aspect of the survey was to obtain an accurate description of the ambient noise levels in various areas of the city.

The noise environment for Baldwin Park can be described using noise contours developed for the major noise sources within the city. The contours were determined from expected future traffic levels and environmental conditions under the proposed General Plan and are expressed in terms of the Community Noise Equivalent Level (CNEL). Exhibit 1 outlines the noise contours and shows both the 60 and 65 dB (decibal) CNEL contour levels. The 60 dB CNEL contour represents the Noise Referral Zone; any proposed noise-sensitive land use within this zone should be evaluated on a project-specific basis, and mitigation measures may be required to meet City or State (Title 24) standards. The 65 CNEL represents zones where residential development should be discouraged unless proper mitigation measures are incorporated into the project. To represent a worst-case estimate, the contours for the San Bernardino and San Gabriel River freeways indicate the noise levels without sound barriers.

### Sources of Noise

The sources of noise in Baldwin Park fall into five basic categories. These are: freeways (the I-10 and I-605); aircraft (El Monte Airport and other aircraft overflights); major and minor arterial roadways; one railroad line; and stationary sources. These sources and their impacts on the noise environment are summarized in the following paragraphs.

**Freeways:** The most significant noise source in Baldwin Park is road traffic. The principal sources are the two freeways that pass through the city. The San Bernardino Freeway (I-10) runs in an east-west direction in the city's southern portion and is generally at grade with adjacent areas. Although residential developments are many along the freeway, minimal sound walls currently exist. Many homes are exposed to noise levels greater than 65 CNEL. Also, a mobile home park next to the freeway at Francisquito Avenue has no sound mitigation.

North  scale in feet



# Exhibit 1

## Future Noise Contours Under General Plan

SOURCE: Mestre Greve Associates

# BALDWIN PARK

## General Plan Program



The San Gabriel River Freeway (I-605) runs in a northeast-southwest direction, through the southwestern portion of the city and just outside the northwestern border. Within Baldwin Park, development along this freeway is both residential and commercial. Minimal sound walls currently exist, and many homes are exposed to sound levels greater than 65 CNEL.

**Major and Minor Arterial Roadways:** Traffic noise on surface streets is a significant source of noise within the community. The major roadways in Baldwin Park include: Ramona Boulevard, Olive Street, Los Angeles Street, Badillo Street, Baldwin Park Boulevard, Frazier Street, Puente Avenue, Merced Avenue, Pacific Avenue, and Maine Avenue.

Noise levels along roadways are affected by a number of traffic characteristics. Most important is the average daily traffic (ADT). Additional factors include the percentage of trucks, vehicle speed, the time distribution of traffic, and gradient of the roadway. A substantial percentage of traffic on the above roadways includes heavy trucks traveling from the San Bernardino Freeway to the northern, more industrial part of Baldwin Park.

Land use along these roadways includes both residential (there are many multi-family units and single-family homes located along heavily used roadways) and commercial/industrial. Many of these residences are exposed to noise levels greater than 65 CNEL.

**Aircraft Operations:** An additional source of noise within Baldwin Park is aircraft noise. The El Monte Airport is located approximately two miles from the City's western boundary. It is a general aviation airport with mostly single-engine aircraft operations. Some aircraft overfly Baldwin Park. The published airport noise studies have shown that the noise contours from these operations are located well outside the City boundary; however, the noise levels during aircraft flyovers are high enough to result in occasional single-event disturbances.

Aircraft noise is too intermittent to be accurately quantified. There are no known heliports or helistops within the planning area.

**Railroads:** The Southern Pacific Transportation Company operates a railroad spur line that runs through the center of Baldwin Park. A single-engine freight train travels the line before dawn and again late in the morning. The line enters the city from the east near the intersection of Ramona and Badillo and proceeds in a southwest direction until it exits the city near the

intersection of Baldwin Park Boulevard and the San Bernardino Freeway. The railroad line traverses both residential and commercial property. Residential areas adjoining the tracks are affected by the pre-dawn run. Foster, Jones, and Vineland schools are adjacent to the train tracks and are slightly affected by the late-morning run. The relative infrequency of the train's passage, however, minimizes its impact on the community.

**Stationary Sources:** Baldwin Park has industrial and commercial sources of noise, both large and small, at many locations. In several cases, residences directly adjoin these operations. The large commercial centers are mostly located in the northern part of the city. The smaller operations are located near the city's southern and eastern boundaries. The primary noise associated with the facilities is from automobile and truck traffic making deliveries. Additional noise sources include heavy equipment, air compressors, generators, and outdoor loudspeakers. A number of businesses have paging systems that are audible in the adjacent residential developments.

Rock quarries are located on City boundaries to the north, east, and west. These quarries are a source of intermittent noise within Baldwin Park. Mining, processing, and transporting the rock and gravel result in noise. As well, the quarry operations in adjacent cities (e.g., Irwindale) involve very heavy machinery used to crush mined rock and drill holes in rock ready to be mined. Drilling operations involve running a diesel drilling rig motor that digs holes in a pattern ready for blasting, although the blasting itself occurs only very rarely. In addition, large trucks are necessary to transport the rock and gravel.

#### Noise-Sensitive Receptors

Baldwin Park has several noise-sensitive land uses. Within the city are a number of public and private schools (identified in the Open Space Element), day-care centers, and rest homes. The distribution of these facilities varies from moderately quiet residential areas to major transportation corridors.

## 2.0 PROPOSALS

Noise sources in Baldwin Park are of two general types: transportation-related and non-transportation sources. A local government has little direct control over transportation noise at its source. State and Federal agencies have the responsibility to control noise, such as vehicle noise emission levels, from the source. The most effective method the City has to mitigate transportation noise is through indirectly reducing the impacts of noise on the community through the use of noise barriers and site design review.

Mitigation through the design and construction of a noise barrier (e.g., wall, berm, or combination) is the most common way of alleviating traffic noise impacts. The effect of a noise barrier is critically dependent on the geometry between the noise source and the receiver. Simply, a noise barrier effect occurs when the line of sight between the noise source and receiver is penetrated by the barrier. The greater the penetration, the greater the noise reduction. In short, if a noise barrier prevents a person from seeing the source of the noise, then chances are that the barrier is doing its job.

Noise concerns should be incorporated into land use planning to reduce future noise and land use incompatibilities. This is achieved by implementing standards and criteria that specify acceptable limits of noise for various land uses in the city. The criteria are designed to integrate noise mitigation measures with land use planning. Table 1 presents criteria used to assess the compatibility of proposed land uses with the noise environment. These criteria are the basis for the development of specific noise standards for Baldwin Park. Such standards, as presented in Table 2, present the City policies related to land uses and acceptable noise levels. These two tables are the primary tools which will allow the City to ensure integrated planning for compatibility between land uses and outdoor noise.

The most effective method to control community noise impacts from non-transportation sources is through a community noise ordinance. The City should adopt and implement a comprehensive noise ordinance to help ensure that Baldwin Park residents are not exposed to excessive noise levels from non-transportation sources.

**Table 1**  
**LAND USE NOISE COMPATIBILITY MATRIX**

LAND USE CATEGORIES		COMMUNITY NOISE EQUIVALENT LEVEL CNEL					
CATEGORIES	USES	≤55	60	65	70	75	80≥
RESIDENTIAL	Single Family, Duplex, Multiple Family	A	A	B	B	C	D
RESIDENTIAL	Mobile Home	A	A	B	C	C	D
COMMERCIAL Regional, District	Hotel, Motel, Transient Lodging	A	A	B	B	C	D
COMMERCIAL Regional, Village District, Special	Commercial Retail, Bank Restaurant, Movie Theatre	A	A	A	A	B	C
COMMERCIAL INDUSTRIAL INSTITUTIONAL	Office Building, Research and Development, Professional Offices, City Office Building	A	A	A	B	B	C
COMMERCIAL Recreation INSTITUTIONAL Civic Center	Amphitheatre, Concert Hall Auditorium, Meeting Hall	B	B	C	C	D	D
COMMERCIAL Recreation	Childrens Amusement Park, Miniature Golf Course, Go-cart Track, Equestrian Center, Sports Club	A	A	A	B	B	D
COMMERCIAL General, Special INDUSTRIAL, INSTITUTIONAL	Automobile Service Station, Auto Dealership, Manufacturing, Warehousing, Wholesale, Utilities	A	A	A	A	B	B
INSTITUTIONAL General	Hospital, Church, Library Schools' Classroom	A	A	B	C	C	D
OPEN SPACE	Parks	A	A	A	B	C	D
OPEN SPACE	Golf Course, Cemeteries, Nature Centers, Wildlife Reserves & Habitat	A	A	A	A	B	C
AGRICULTURE	Agriculture	A	A	A	A	A	A

#### INTERPRETATION

**ZONE A  
CLEARLY COMPATIBLE**

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction without any special noise insulation requirements.

**ZONE B  
NORMALLY COMPATIBLE**

New construction or development should be undertaken only after detailed analysis of the noise reduction requirements are made and needed noise insulation features in the design are determined. Conventional construction, with closed windows and fresh air supply systems or air conditioning, will normally suffice.

**ZONE C  
NORMALLY INCOMPATIBLE**

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of noise reduction requirements must be made and needed noise insulation features included in the design.

**ZONE D  
CLEARLY INCOMPATIBLE**

New construction or development should generally not be undertaken.

**Table 2**  
**INTERIOR AND EXTERIOR NOISE STANDARDS**

LAND USE CATEGORIES		ENERGY AVERAGE CNEL	
CATEGORIES	USES	INTERIOR <sup>1</sup>	EXTERIOR <sup>2</sup>
RESIDENTIAL	Single Family, Duplex, Multiple Family	45 <sup>3</sup>	65
	Mobile Home	----	65 <sup>4</sup>
INSTITUTIONAL	Hospital, Schools' classroom	45	65
	Church, Library	45	----

**INTERPRETATION**

1. Indoor environment excluding: Bathrooms, toilets, closets, corridors.
2. Outdoor environment limited to:  
 Private yard of single family  
 Multi-family private patio or balcony which is served by a means of exit from inside.  
 Mobile home Park  
 Hospital patio  
 Park's picnic area  
 School's playground  
 Hotel and motel recreation area
3. Noise level requirement with closed windows. Mechanical ventilating system or other means of natural ventilation shall be provided as of Chapter 12, Section 1205 of UBC.
4. Exterior noise level should be such that interior noise level will not exceed 45 CNEL.
5. Except those areas affected by aircraft noise.

### **3.0 GOALS AND POLICIES**

#### **Noise Goals:**

- 1.1 Provide for the reduction of noise where the noise environment is unacceptable.
- 1.2 Protect and mainiain those areas having acceptable noise environments.
- 1.3 Provide sufficient information concerning community noise levels so that noise can be objectively considered in land use planning decisions.

#### **Noise Policies:**

- 2.1 Provide for measures to reduce noise impacts from transportation noise sources. These measures include:
  - Construct acoustically effective and aesthetically pleasing barriers to mitigate sound emissions where necessary or where feasible. Actively participate in the development of noise abatement plans for freeways and rapid transit;
  - Reduce transportation noise through proper design and coordination of routing; and
  - Ensure the effective enforcement of City, State, and Federal noise levels by all appropriate City divisions.
- 2.2 Incorporate noise considerations into land use planning decisions. These measures will be achieved through the following programs:
  - Establish acceptable limits of noise for various land uses throughout the community. Zoning changes should be consistent with the compatibility of the projected noise environment;
  - Promote acceptable noise levels near schools, hospitals, convalescent homes, and other noise-sensitive areas;
  - Establish standards for all types of noise not already governed by local ordinances or preempted by State or Federal law; and
  - Encourage acoustical design in new construction.

- 2.3 Develop measures to control non-transportation noise impacts.
  - Investigate the establishment of a City Noise Ordinance, including the on-site measurement of noise levels, to mitigate noise conflicts;
  - Evaluate noise generated by construction activities; and
  - Establish and maintain coordination among the City agencies involved in noise abatement.
- 2.4 Coordinate with Caltrans to complete the installation of freeway noise barriers along the San Bernardino and the San Gabriel River freeways to effectively attenuate freeway noise for existing noise-sensitive land uses.
- 2.5 Ensure the employment of noise mitigation measures in the design or improvement of arterial roadways consistent with funding capability, and support efforts by the California Department of Transportation to provide for acoustical protection for existing noise-sensitive land uses affected by these projects.
- 2.6 Provide for continued evaluation of truck movements and routes in the city in order to provide effective separation from residential or other noise-sensitive land uses.
- 2.7 Encourage the enforcement of State Motor Vehicle noise standards for cars, trucks, and motorcycles through coordination with the California Highway Patrol and Baldwin Park Police Department.
- 2.8 Establish standards that specify acceptable limits of noise for various land uses throughout the city.
- 2.9 Incorporate noise-reduction features during site planning to mitigate anticipated noise impacts on affected noise-sensitive land uses. [The noise referral zones identified in Exhibit 1 (areas exposed to noise levels greater than 60 dB CNEL) can be used to identify locations of potential conflict.]

- 2.10 Enforce the State of California Uniform Building Code, which specifies that the indoor noise levels for residential living spaces not exceed 45 dB CNEL from the combined effect of all noise sources. (The State requires implementation of this standard when the outdoor noise levels exceed 60 dB CNEL. The code requires that this standard be applied to all new hotels, motels, apartment buildings, and dwellings other than detached single-family dwellings. The City should also, as a matter of policy, apply this standard to single-family dwellings.)
- 2.11 Require that new commercial projects to be built near existing residential land uses demonstrate compliance with any City Noise Ordinance prior to approval of the project.
- 2.12 Limit the hours of construction activity in residential areas in order to reduce the intrusion of noise in the early morning and late evening hours and on weekends and holidays.
- 2.13 Ensure adequate noise control measures at all construction sites through the provision of mufflers and the physical separation of machinery maintenance areas from adjacent residential uses.
- 2.14 Designate one agency in the City to act as the noise control coordinator. This will ensure the continued operation of noise enforcement efforts of the City.

**CITY OF BALDWIN PARK  
GENERAL PLAN NOISE ELEMENT**

***TECHNICAL APPENDIX***

*Prepared by:*  
**Mestre Greve Associates**

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# **CITY OF BALDWIN PARK NOISE ELEMENT**

## **TECHNICAL APPENDIX**

### **1.0 NOISE ELEMENT REQUIREMENTS**

The State of California has mandated that each county and city prepare a Noise Element as part of its General Plan. Section 65302(f) of the California Government Code requires specifically:

*"(f) A Noise Element shall identify and appraise noise problems in the community. The noise element shall recognize the guidelines established by the Office of Noise Control in the State Department of Health Services and shall analyze and quantify, to the extent practicable, as determined by the legislative body, current and projected noise levels for all of the following sources:*

*Highways and freeways.*

*Primary arterials and major local streets.*

*Passenger and freight on-line railroad operations and ground rapid transit systems.*

*Commercial, general aviation, heliport, helistop, and military airport operations, aircraft overflights, jet engine test stands, and all other ground facilities and maintenance functions related to airport operation.*

*Local industrial plants, including, but not limited to, railroad classification yards.*

*Other ground stationary noise sources identified by local agencies as contributing to the community noise environment.*

*Noise contours shall be shown for all of the sources and stated in terms of community noise equivalent level (CNEL) or day-night average level (LDN). The noise contours shall be prepared on the basis of noise monitoring or following generally accepted noise modeling techniques for the various sources identified in paragraphs (1) to (6), inclusive. The noise contours shall be used as a guide for establishing a pattern of land uses in the land use element that minimizes the exposure of community residents to excessive noise. The Noise Element shall include implementation measures and possible solutions that address existing and foreseeable noise problems, if any. The adopted noise element shall serve as a guideline for compliance with the state's noise insulation standards."*

The State Guidelines for Preparation and Content of Noise Elements of the General Plan indicates that the Noise Element should present the noise environment in terms of noise contours. For those areas identified as containing noise sensitive facilities, the noise environment is determined by monitoring. The purpose of this Technical Appendix is to provide background and supporting information for the City of Baldwin Park Noise Element. This Appendix contains background information on noise, the effects of noise on health , noise assessment criteria, the methodology in determining the noise environment, measurement and modeling results, a summary of noise sources in Baldwin Park and a glossary.

## **2.0 BACKGROUND ON NOISE**

**2.1 NOISE DEFINITIONS.** Sound is technically described in terms of the loudness (amplitude) of the sound and frequency (pitch) of the sound. The standard unit of measurement of the loudness of sound is the Decibel (dB). Since the human ear is not equally sensitive to sound at all frequencies, a special frequency-dependent rating scale has been devised to relate noise to human sensitivity. The A-weighted decibel scale (dBA) performs this compensation by discriminating against frequencies in a manner approximating the sensitivity of the human ear.

Decibels are based on the logarithmic scale. The logarithmic scale compresses the wide range in sound pressure levels to a more usable range of numbers in a manner similar to the Richter scale used to measure earthquakes. In terms of human response to noise, a sound 10 dBA higher than another is judged to be twice as loud; and 20 dBA higher four times as loud; and so forth. Everyday sounds normally range from 30 dB (very quiet) to 100 dB (very loud). Examples of various sound levels in different environments are shown in Exhibit A-1.

Sound levels decrease as a function of distance from the source as a result of wave divergence atmospheric absorption and ground attenuation. The sound wave form travels away from the source, the sound energy is dispersed over a greater area dispersing the sound power of the wave. Atmospheric absorption also influences the levels that are received by the observer.

**SOUND LEVELS AND LOUDNESS OF ILLUSTRATIVE NOISES IN INDOOR AND OUTDOOR ENVIRONMENTS**  
 (A-Scale Weighted Sound Levels)

dB(A)	OVER-ALL LEVEL Sound Pressure Level Approx. 0.0002 Microbar	COMMUNITY (Outdoor)	HOME OR INDUSTRY	LOUDNESS Human Judgement of Different Sound Levels
130	UNCOMFORTABLY	Military Jet Aircraft Take-Off With After-burner From Aircraft Carrier @ 50 Ft. (130)	Oxygen Torch (121)	120 dB(A) 32 Times as Loud
120 110	LOUD	Turbo-Fan Aircraft @ Take Off Power @ 200 Ft. (90)	Riveting Machine (110) Rock-N-Roll Band (108-114)	110 dB(A) 16 Times as Loud
100	VERY	Jet Flyover @ 1000 Ft. (103) Boeing 707, DC-8 @ 6000 Ft. Before Landing (106) Bell J-2A Helicopter @ 100 Ft. (100)		100 dB(A) 8 Times as Loud
90	LOUD	Power Mower (96) Boeing 737, DC-9 @ 6000 Ft. Before Landing (97) Motorcycle @ 25 Ft. (90)	Newspaper Press (97)	90 dB(A) 4 Times as Loud
80		Car Wash @ 20 Ft. (89) Prop. Airplane Flyover @ 1000 Ft. (88) Diesel Truck, 40 MPH @ 50 Ft. (84) Diesel Train, 45 MPH @ 100 Ft. (83)	Food Blender (88) Milling Machine (85) Garbage Disposal (80)	80 dB(A) 2 Times as Loud
70	MODERATELY LOUD	High Urban Ambient Sound (70) Passenger Car, 65 MPH @ 25 Ft. (77) Freeway @ 50 Ft. From Pavement Edge, 10:00 AM (76 + or - 6)	Living Room Music (76) TV-Audio, Vacuum Cleaner	70 dB(A)
60		Air Conditioning Unit @ 100 Ft. (60)	Cash Register @ 10 Ft. (65-70) Electric Typewriter @ 10 Ft. (64) Dishwasher (Rinse) @ 10 Ft. (60) Conversation (60)	60 dB(A) 1/2 as Loud
50	QUIET	Large Transformers @ 100 Ft. (50)		50 dB(A) 1/4 as Loud
40		Bird Calls (44) Lower Limit Urban Ambient Sound (40)		40 dB(A) 1/8 as Loud
	JUST AUDIBLE	(dB(A) Scale Interrupted)		
10	THRESHOLD OF HEARING			

SOURCE: Reproduced from Melville C. Branch and R. Dale Beland, *Outdoor Noise in the Metropolitan Environment*,  
 Published by the City of Los Angeles, 1970, p.2.

**Exhibit A-1**

**Examples of Typical Sound Levels**

The greater the distance traveled, the greater the influence and the resultant fluctuations. The degree of absorption is a function of the frequency of the sound as well as the humidity and temperature of the air. Turbulence and gradients of wind, temperature and humidity also play a significant role in determining the degree of attenuation.

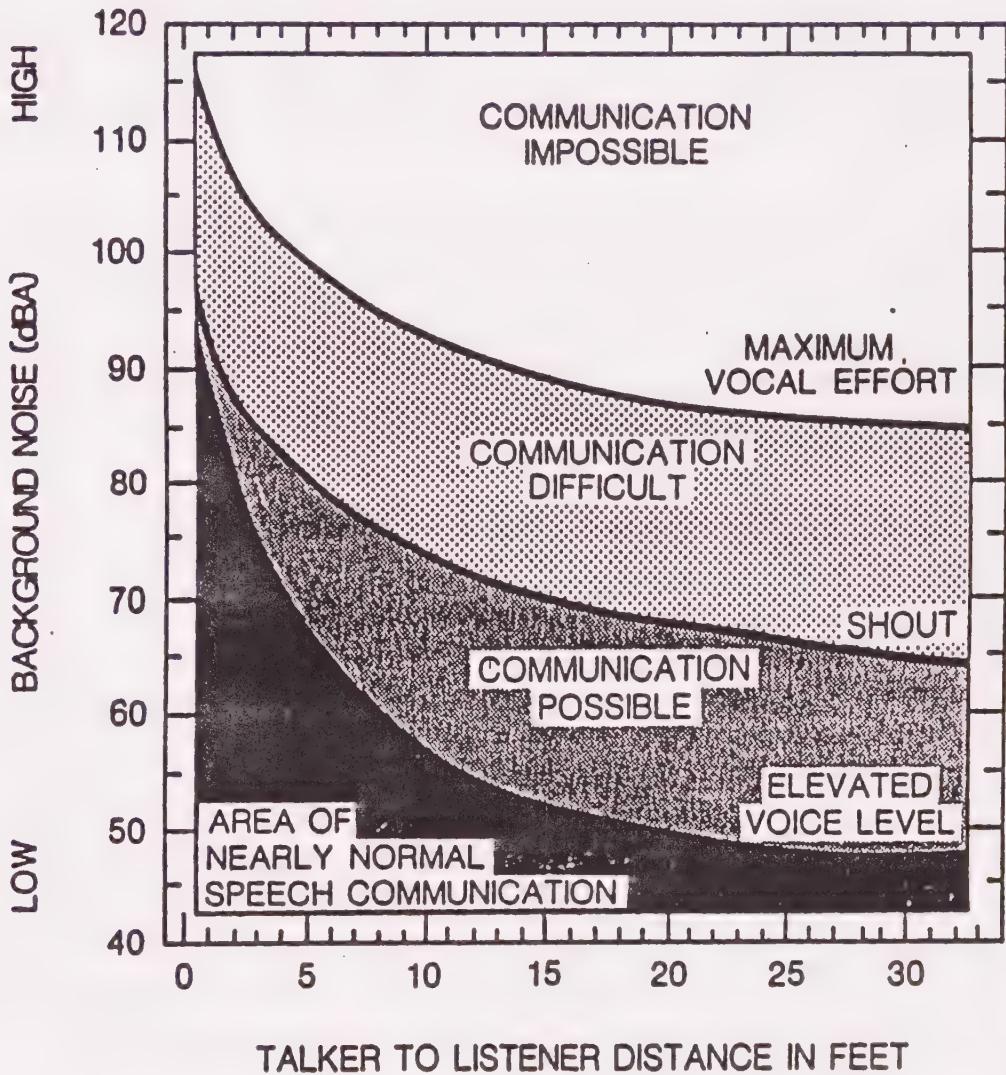
Noise has been defined as unwanted sound, and it is known to have several adverse effects on people. From these known effects of noise, criteria have been established to help protect the public health and safety and prevent disruption of certain human activities. This criteria is based on such known effects of noise on people as hearing loss (not a factor with community noise), communication interference, sleep interference, physiological responses, and annoyance. Each of these potential noise impacts on people are briefly discussed in the following narratives:

**HEARING LOSS** is, in general, not a concern in community airport noise problems. The potential for noise induced hearing loss is more commonly associated with occupational noise exposures in heavy industry or very noisy work environments with long term exposure. The Occupational Safety and Health Administration (OSHA) identifies a noise exposure limit of 90 dBA for 8 hours per day to protect from hearing loss. Noise levels in neighborhoods, even in very noisy airport environments near major international airports, is not sufficiently loud to cause hearing loss.

**COMMUNICATION INTERFERENCE** is one of the primary concerns in environmental noise problems. Communication interference includes speech interference and activities such as watching television. Normal conversational speech is in the range of 60 to 65 dBA and any noise in this range or louder may interfere with speech. There are specific methods of describing speech interference as a function of distance between speaker and listener and voice level. Exhibit A-2 shows the percent of sentence intelligibility with respect to various noise levels.

**SLEEP INTERFERENCE** is a major noise concern in aircraft noise assessment and, of course, is most critical during nighttime hours. Sleep disturbance is one of the major causes of annoyance due to community noise. Noise can make it difficult to fall asleep, create momentary disturbances of natural sleep patterns by causing shifts from deep to lighter stages and cause awakening. Noise may even cause awakening which a person may or may not be able to recall.

Extensive research has been conducted on the effect of noise on sleep disturbance. Recommended values for desired sound levels in residential bedroom space range from 25 to 45 dBA with 35 to 40 dBA being the norm. The National Association of Noise Control Officials have published data on



**Exhibit A-2**

*Effect of Noise on Speech Interference*

the probability of sleep disturbance with various single event noise levels. Based on experimental sleep data as related to noise exposure, a 75 dBA interior noise level event will cause noise induced awakening in 30 percent of the cases.

**PHYSIOLOGICAL RESPONSES** are those measurable effects of noise on people which are realized as changes in pulse rate, blood pressure, etc. While such effects can be induced and observed, it has not been determined what harm these physiological changes might cause. Generally, physiological responses are a reaction to a loud short term noise such as a rifle shot or a very loud jet overflight.

**ANNOYANCE** is the most difficult of all noise responses to describe. Annoyance is a very individual characteristic and can vary widely from person to person. What one person considers tolerable can be quite unbearable to another of equal hearing capability. The level of annoyance, of course, depends on the characteristics of the noise (i.e.; loudness, frequency spectra, time, and duration), and how much activity interference (e.g. speech interference and sleep interference) results from the noise. However, the level of annoyance is also a function of the attitude of the receiver. Personal sensitivity to noise varies widely. It has been estimated that 2 to 10 percent of the population is highly susceptible to noise not of their own making, while approximately 20 percent are unaffected by noise. Attitudes are affected by the relationship between the person and the noise source. (Is it our dog barking or the neighbor's dog?) Whether we believe that someone is trying to abate the noise will also affect our level of annoyance.

**2.2 NOISE METRIC AND ASSESSMENT CRITERIA.** Community noise varies with time; it is not a steady state. Under conditions of non-steady state noise, some type of statistical metric is necessary in order to quantify noise exposure over a long period of time. It has been observed, from the effects mentioned above, that the potential for noise to impact people is dependent on the total acoustical energy content of the noise. A number of noise scales have been developed to take into account, and make adjustments for, this observation. These scales are: the Equivalent Noise Level (LEQ), the Day Night Noise Level (LDN), and the Community Noise Equivalent Level (CNEL). These scales are described in the following paragraphs.

**LEQ** is the sound level corresponding to a steady-state sound level containing the same total energy as a time-varying signal over a given sample period. LEQ is the "energy" average noise level during the time period of the sample. LEQ can be measured for any time period, but is typically measured for 15 minutes, 1 hour or 24-hours.

**LDN** is a 24-hour, time-weighted annual average noise level. Time-weighted refers to the fact that noise which occurs during certain sensitive time periods

is penalized for occurring at these times. In the LDN scale, those events that take place during the night (10 pm to 7 am) are penalized by 10 dB. This penalty was selected to attempt to account for increased human sensitivity to noise during the quieter period of a day, where sleep is the most probable activity.

CNEL is similar to the LDN scale except that it includes an additional 5 dBA penalty for events that occur during the evening (7 pm to 10 pm) time period. Either LDN or CNEL may be used to identify community noise impacts within the Noise Element. Example noise environments in terms of the CNEL metric are shown in Exhibit A-3.

The public reaction to different noise levels varies with each community. Extensive research has been conducted on human responses to exposure of different levels of noise. Exhibit A-4 relates CNEL noise levels to community response from some of these surveys. Community noise standards are derived from tradeoffs between community response surveys, such as this, and economic considerations for achieving these levels.

Intermittent or occasional noise such as that associated with stationary noise sources is not of sufficient volume to exceed community noise standards that are based on a time averaged scale such as the CNEL scale. To account for intermittent noise, another method to characterize noise is the Percent Noise Level (L%). The Percent Noise Level is the level exceeded X% of the time during the measurement period. Examples of various noise environments in terms of the Percent Noise Levels are shown in Exhibit A-5.

Noise Ordinances are typically specified in terms of the percent noise levels. Ordinances are designed to protect people from non-transportation related noise sources such as music, machinery and vehicular traffic on private property. Noise Ordinances do not apply to motor vehicle noise on public streets or other transportation related noise sources that are preempted by the State or Federal government.

**2.3 NOISE AND LAND USE COMPATIBILITY GUIDELINES.** The purpose of this section is to present information regarding the compatibility of various land uses with environmental noise. It is from these guidelines and standards, that the City of Baldwin Park Noise Criteria and Standards have been developed. Noise/Land use guidelines have been produced by a number of Federal and State agencies including the Federal Highway Administration, the Environmental Protection Agency, the Department of Housing and Urban Development, the

CNEL

## Outdoor Location

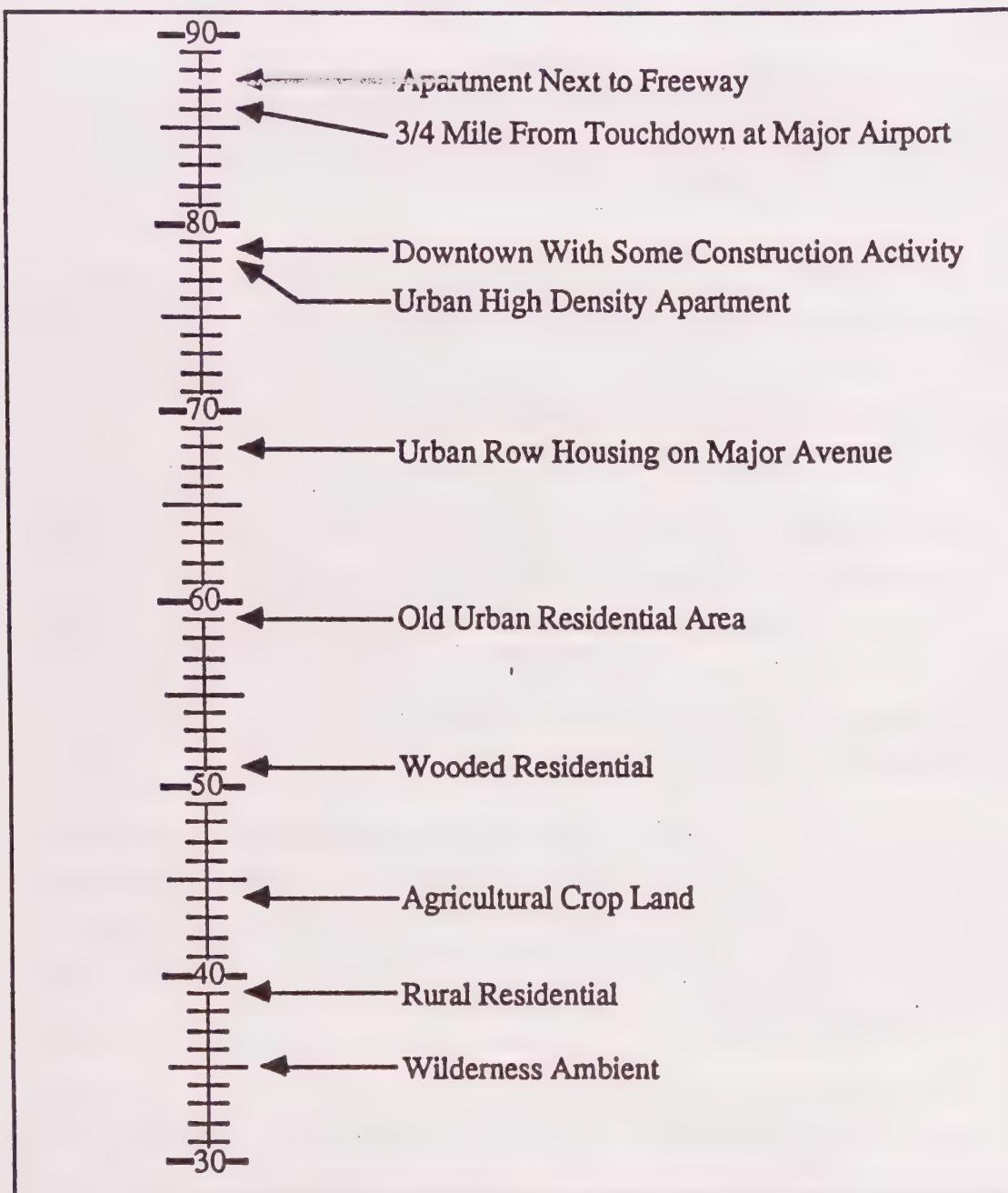
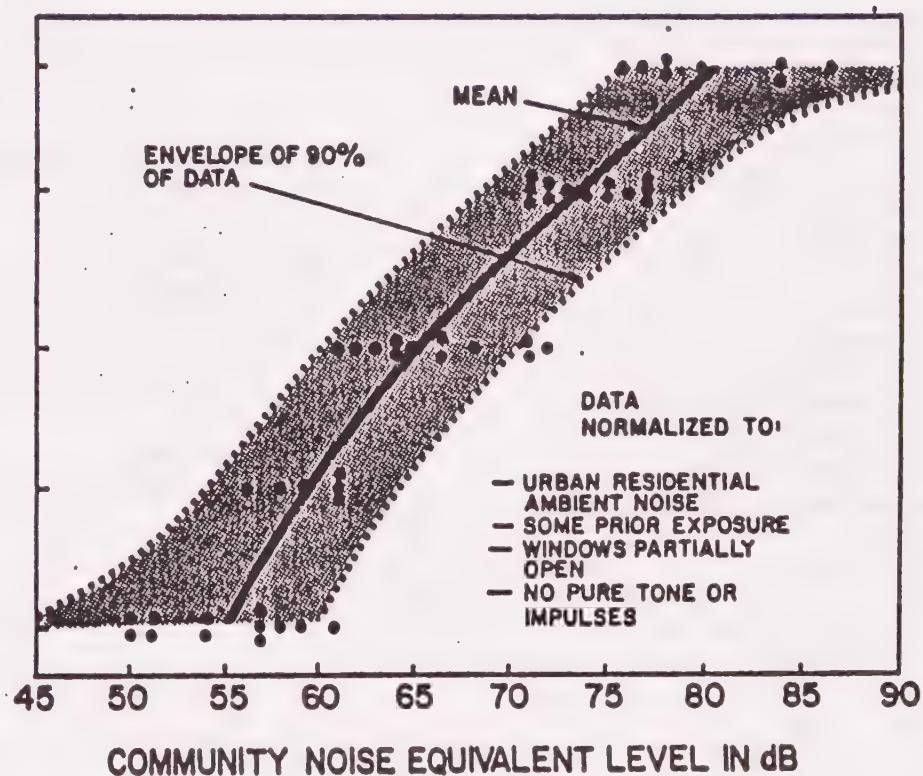


Exhibit A-3

Typical Outdoor Noise Levels

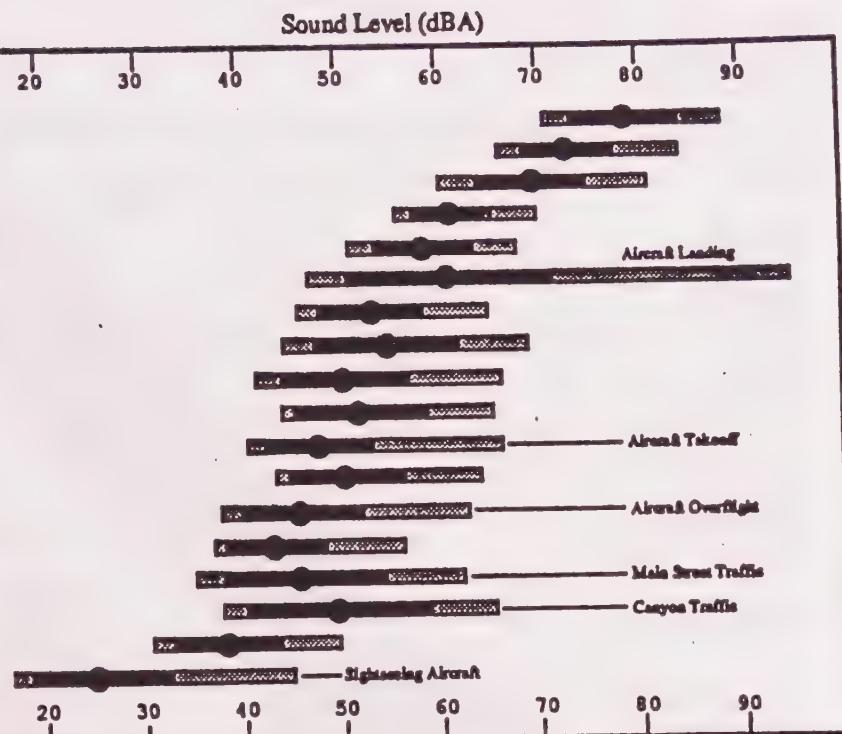
## COMMUNITY REACTION

VIGOROUS COMMUNITY ACTION }  
 SEVERAL THREATS OF LEGAL ACTION, OR STRONG APPEALS TO LOCAL OFFICIALS TO STOP NOISE }  
 WIDESPREAD COMPLAINTS OR SINGLE THREAT OF LEGAL ACTION }  
 SPORADIC COMPLAINTS }  
 NO REACTION, ALTHOUGH NOISE IS GENERALLY NOTICEABLE }

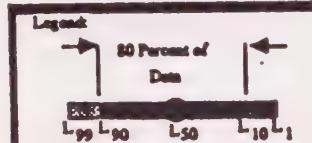


LOCATION

- A 3rd Floor Apartment, Next to Freeway
- B 3rd Floor Hi-Rise, Downtown Los Angeles
- C 2nd Floor Tenement, New York City
- D Urban Shopping Center
- E Popular Beach on Pacific Ocean
- F Urban Residential Near Major Airport
- G Urban Residential Near Ocean
- H Urban Residential 6mi. to Airport
- I Suburban Residential Near R/R Tracks
- J Urban Residential
- K Urban Residential Near Small Airport
- L Old Residential Near City Center
- M Suburban Residential at City Outskirts
- N Small Town Residential Cul-de-Sac
- O Small Town Residential Main Street
- P Suburban Residential in Hill Canyon
- Q Farm Valley
- R Grand Canyon, North Rim



SOURCE: Community Noise, EPA, 1971



*Exhibit A-5 - Examples of  
Daytime Outdoor Noise Levels*

American National Standards Institute and the State of California. These guidelines, presented in the following paragraphs, are all based upon cumulative noise criteria such as LEQ, LDN or CNEL.

The *ENVIRONMENTAL PROTECTION AGENCY* published in March 1974 a very important document entitled "Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare With an Adequate Margin of Safety" (EPA 550/9-74-004). Exhibit A-6 presents a table of land uses and requisite noise levels. In this table, 55 CNEL is described as the requisite level with an adequate margin of safety for areas with outdoor uses, this includes residences, and recreational areas. The EPA "levels document" does not constitute a standard, specification or regulation, but identifies safe levels of environmental noise exposure without consideration for economic cost for achieving these levels.

The *FEDERAL HIGHWAY ADMINISTRATION (FHWA)* has adopted and published noise abatement criteria for highway construction projects. The noise abatement criteria specified by the FHWA are presented in Exhibit A-7 in terms of the maximum one hour Noise Equivalent Level (LEQ). The FHWA noise abatement criteria basically establishes an exterior noise goal for residential land uses of 67 LEQ and an interior goal for residences of 52 LEQ. The noise abatement criteria applies to private yard areas and assumes that typical wood frame homes with windows open provide 10 dB noise reduction (outdoor to indoor) and 20 dB noise reduction with windows closed.

The *STATE OF CALIFORNIA* requires each City and County to adopt Noise Elements of their General Plans. Such Noise Elements must contain a Noise/Land Use compatibility matrix. A recommended (but not mandatory) matrix is presented in the "Guidelines for the Preparation and Content of Noise Elements of the General Plan," (Office of Noise Control, California Department of Health, February 1976). Exhibit A-8 presents this recommended matrix.

### **3.0 METHODOLOGY**

The noise environment in Baldwin Park was determined through the employment of a comprehensive noise measurement survey of existing noise sources and incorporating these results into computer noise models to model the noise environment (it is, of course, impossible to measure future noise levels so we must rely on computer noise models for future noise estimates). The noise environment is commonly presented graphically in terms of lines of equal noise levels, or noise contours. The following paragraphs detail the methodology used in the measurement survey and computer modeling of these results into noise contours.

	Measure	Indoor Activity Inter- ference	Hearing Loss Considera- tion	To Protect Against Both Ef- fects (b)	Outdoor Activity Inter- ference	Hearing Loss Considera- tion	To Protect Against Both Ef- fects (b)
Residential with Out- side Space and Farm Residences	L <sub>dn</sub>	45		45	55		55
	L <sub>eq(24)</sub>		70			70	
Residential with No Outside Space	L <sub>dn</sub>	45		45			
	L <sub>eq(24)</sub>		70				
Commercial	L <sub>eq(24)</sub>	(a)	70	70(c)	(a)	70	70(c)
Inside Transportation	L <sub>eq(24)</sub>	(a)	70	(a)			
Industrial	L <sub>eq(24)(d)</sub>	(a)	70	70(c)	(a)	70	70(c)
Hospitals	L <sub>dn</sub>	45	.	45	55		55
	L <sub>eq(24)</sub>		70			70	
Educational	L <sub>eq(24)</sub>	45		45	55		55
	L <sub>eq(24)(d)</sub>		70			70	
Recreational Areas	L <sub>eq(24)</sub>	(a)	70	70(c)	(a)	70	70(c)
Farm Land and General Unpopulated Land	L <sub>eq(24)</sub>				(a)	70	70(c)

Code:

- a. Since different types of activities appear to be associated with different levels, identification of a maximum level for activity interference may be difficult except in those circumstances where speech communication is a critical activity. (See Figure D-2 for noise levels as a function of distance which allow satisfactory communication.)
- b. Based on lowest level.
- c. Based only on hearing loss.
- d. An L<sub>eq(8)</sub> of 75 dB may be identified in these situations so long as the exposure over the remaining 16 hours per day is low enough to result in a negligible contribution to the 24-hour average, i.e., no greater than an L<sub>eq</sub> of 60 dB.

Note: Explanation of identified level for hearing loss: The exposure period which results in hearing loss at the identified level is a period of 40 years.

\*Refers to energy rather than arithmetic averages.

SOURCE : EPA

**Exhibit A-6 - Environmental  
Protection Agency Guidelines**

ACTIVITY CATEGORY	DESIGN NOISE LEVEL - LEQ	DESCRIPTION OF ACTIVITY CATEGORY
A	57 (Exterior)	Tracts of land in which serenity and quiet are of extraordinary significance and serve an important public need and where the preservation of those qualities is essential if the area is to continue to serve its intended purpose. Such areas could include amphitheaters, particular parks or portions of open spaces, or historic districts which are dedicated or recognized by appropriate local officials for activities requiring special qualities of serenity and quiet.
B	67 (Exterior)	Picnic areas, recreation areas, playgrounds, active sports areas and parks which are not included in category A and residences, motels, hotels, public meeting rooms, schools, churches, libraries, and hospitals.
C	72 (Exterior)	Developed lands, properties, or activities not included in Category A or B above.
D	-	For requirements of undeveloped lands see FHWA PPM 773.
E	52 (Interior)	Residences, motels, hotels, public meeting rooms, schools, churches, libraries, hospitals, and auditoriums.

**Exhibit A-7 - FHWA  
Noise Abatement Criteria**

Land Use Category	Community Noise Exposure Ldn or CNEL, dB					
	55	60	65	70	75	80
Residential - Low Density Single Family, Duplex, Mobile Homes	■	■	■	■	■	■
Residential - Multiple Family	■	■	■	■	■	■
Transient Lodging - Motels, Hotels	■	■	■	■	■	■
Schools, Libraries, Churches Hospitals, Nursing Homes	■	■	■	■	■	■
Auditoriums, Concert Halls, Amphitheatres	■	■	■	■	■	■
Sports Arenas, Outdoor Spectator Sports	■	■	■	■	■	■
Playgrounds, Neighborhood Parks	■	■	■	■	■	■
Golf Courses, Riding Stables Water Recreation, Cemeteries	■	■	■	■	■	■
Office Buildings, Business Commercial and Residential	■	■	■	■	■	■
Industrial, Manufacturing Utilities Agriculture	■	■	■	■	■	■

#### Interpretation

Normally Acceptable  
Specified Land Use is Satisfactory, Based Upon the Assumption that Any Buildings Involved are of Normal Conventional Construction, Without Any Special Noise Insulation Requirements.

Conditionally Acceptable  
New Construction or Development Should be Undertaken Only After a Detailed Analysis of the Noise Reduction Requirement is Made and Needed Noise Insulation Features Included in the Design. Conventional Construction, but with Closed Windows and Fresh Air Supply Systems or Air Conditioning, Will Normally Suffice.

Normally Unacceptable  
New Construction or Development Should Generally be Discouraged. If New Construction or Development Does Proceed, a Detailed Analysis of the Noise Reduction Requirements Must be Made and Needed Noise Insulation Features Included in the Design.

Clearly Unacceptable  
New Construction or Development Should Generally not be Undertaken.

**Exhibit A-8 - California  
Land Use Compatibility Studies**

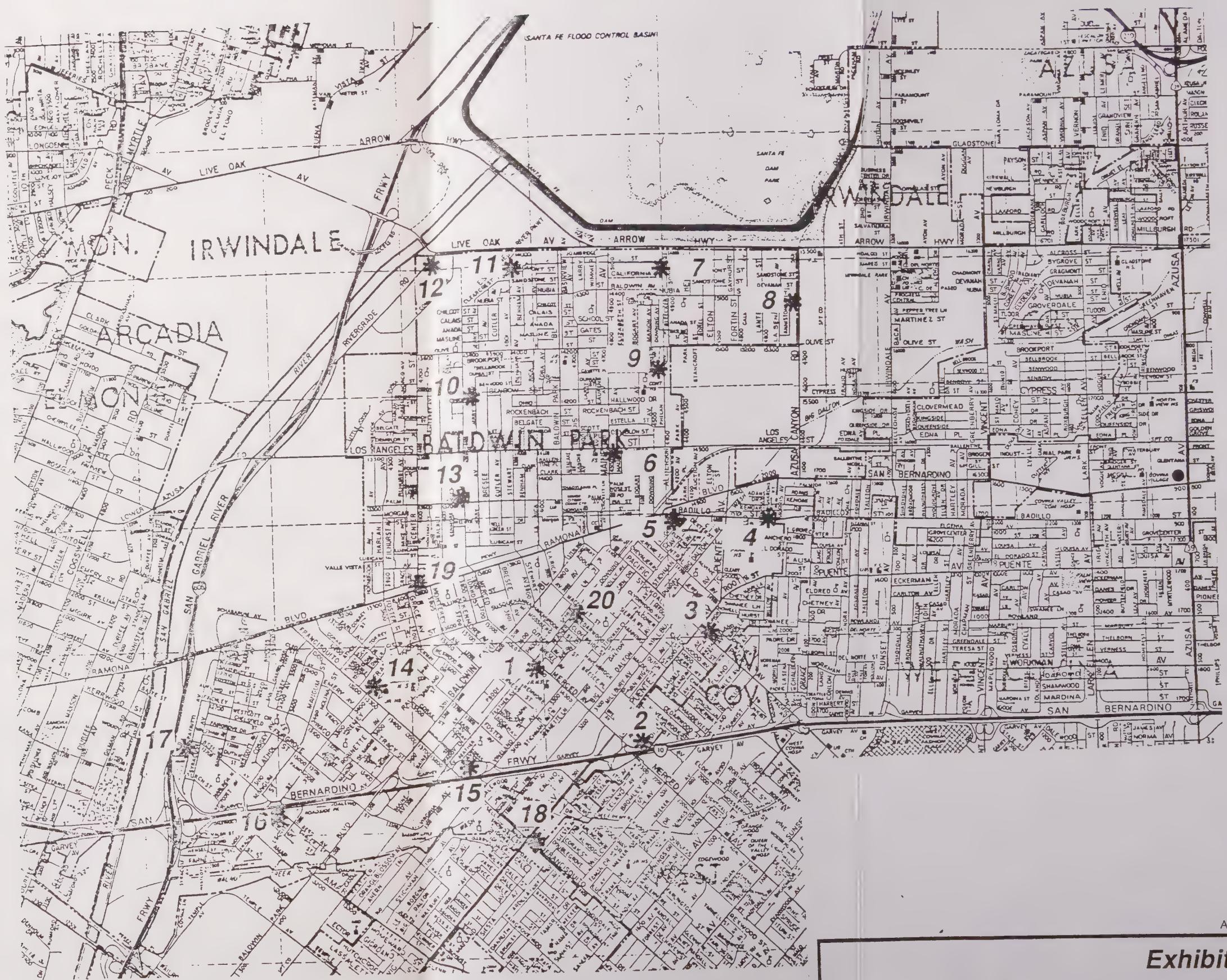
**3.1 MEASUREMENT PROCEDURE.** Twenty sites were selected for measurement of the noise environment in Baldwin Park. A review of noise complaints and identification of major noise sources in the community provided the initial base for development of the community noise survey. The measurement locations were selected on the basis of proximity to major noise sources and noise sensitivity of the land use. The measurement locations are depicted in Exhibit A-9.

The Baldwin Park Noise Element measurement survey utilized the Brüel & Kjaer 4427 automated digital noise data acquisition system. This instrument automatically calculates both the Equivalent Noise Level (LEQ) and Percent Noise Level (L%) for any specific time period. The noise monitors were equipped with a Brüel & Kjaer 1/2 inch electret microphone. The system was calibrated with a Brüel & Kjaer calibrator with calibration traceable to the National Bureau of Standards. Calibration for the calibrator is certified through the duration of the measurements by Brüel & Kjaer. This measurement system satisfies the ANSI (American National Standards Institute) Standards 1.4, (1983) for Type 1 precision noise measurement instrumentation.

**3.2 COMPUTER MODELING.** The traffic noise levels projected in the Noise Element were computed using the Highway Noise Model published by the Federal Highway Administration ("FHWA Highway Traffic Noise Prediction Model," FHWA-RD-77-108, December 1978). The FHWA Model uses traffic volume, vehicle mix, vehicle speed, and roadway geometry to compute the LEQ noise level. A computer code has been written which computes equivalent noise levels for each of the time periods used in CNEL. Weighting these noise levels and summing them results in the CNEL for the traffic projections used. The traffic data used to project these noise levels are derived from the Circulation Element for the city. The traffic mix data for the arterials are based on measurements for roadways in Southern California and are considered typical for arterials in this area. The traffic mix for the freeways is based upon Caltrans data.

The noise exposure from railroad operations is derived from the Wyle model "Assessment of Noise Environments Around Railroad Operations" (Wyle Laboratory Report WCR 73-5, July 1973). Evaluation of the noise environments resulting from train operations may be segregated into two categories, the noise from the power plant (locomotive) and the noise produced by







rolling stock (individual rail cars). The noise from the locomotives (diesel) results primarily from the engine exhaust with contributions from the vibration of structural components of the unit. The noise from individual rail cars is produced by the wheel/rail interaction and the vibration of wheel assemblies. Data inputs to the model include: velocity, number of cars per train, number of trains, time distribution of the trains, grade of track and type of track. From these input data, CNEL noise levels at various distances from the rail line can be computed.

## **4.0 RESULTS**

**4.1 MEASUREMENT RESULTS.** The noise measurement program was conducted on 3 separate days between April 27, 1988 and May 4, 1988 at twenty locations throughout the city. The results of the ambient noise measurements at each site are depicted in Exhibit A-10 . This figure also depicts the date and time of the measurement and the primary noise source affecting the noise environment. Each site was monitored for a minimum of 15 minutes. The quantities measured were the Equivalent Noise Level (LEQ), the maximum noise level and the Percent Noise Levels (L%). Percent Noise Levels are another method of characterizing ambient noise where, for example, L90 is the noise level exceeded 90 percent of the time, L50 is the level exceeded 50 percent, and L10 is the level exceeded 10 percent of the time. L90 represents the background or minimum noise level, L50 represents the average noise level, and L10 the peak or intrusive noise levels.

**4.2 NOISE CONTOURS.** The existing and future noise levels in the city were established in terms of the CNEL indices by modeling all of the traffic noise sources for the existing and future traffic and speed characteristics. The future traffic volumes for the arterials are projected to be similar to the existing volumes.

These results were presented on the contour map contained within the Noise Element (Exhibit 1). The results for the roadways are also presented in tabularized format in Exhibit A-11. The distances to the CNEL contours for the roadways in the vicinity of Baldwin Park are given in these tables. These represent the distance from the centerline of the road to the contour value shown. Note that these tables do not include the mitigating effect of noise barriers or topography. The traffic mix assumptions used in this analysis are also shown in Exhibit A-11.

Site	Location	Land Use	Date	Time	Leq	Lmax	L5	L10	L33	L50	L90	Major Source of Noise
1	Merced Ave betw. Vineland & Maine	Sch,Res,RR	5/2/88	1300	65.9	84	71	68	64	61	52	Local Traffic
2	Pavillion Center-Merced/Puente	Com,Res,Fwy	5/2/88	1045	74.7	81	78	77	75	74	72	Freeway Traffic
3	Pacific/Puente	MFR,mj.rdwy	5/2/88	1200	66.6	82	71	69	66	64	56	Local Traffic
4	Badillo at city boundary	Sch,Res,CL	5/2/88	1700	66.3	78	72	70	66	63	55	Loc. Traf/Sch. Activ.
5	Virginia/Badillo	Com,Res	5/2/88	1215	59.8	75	65	64	59	57	49	Local Traffic
6	Maine/Los Angeles	Com,Res,mj.rdwy	5/4/88	1045	65.0	83	70	68	63	60	53	Maj. Rdwy. Traffic
7	Bleecker/Joanbridge	Com,Res	5/4/88	1200	63.8	80	71	68	60	58	51	Maj. Rdwy. Traffic
8	Nubia/Azusa Canyon	Com,Res,CL	5/4/88	1130	66.6	84	72	70	65	61	51	Maj. Rdwy. Traffic
9	Phelan/Cavette	Sch,quiet Res	5/4/88	1100	54.9	75	61	56	48	45	42	Loc. Traf/Sch. Activ.
10	Ohio/Jerry	quiet Res	5/4/88	1315	49.6	59	52	51	49	49	47	Local Traffic
11	Crammont/Stewart	Com,Res	5/4/88	1230	59.0	74	66	62	56	54	50	Local Traffic
12	TRW building on Rivergrade Rd.	Lt Indust.	5/4/88	1245	71.7	92	77	73	65	59	50	Maj. Rdwy. Traffic
13	Merced/Palm	Sch,Res	5/4/88	1015	61.3	75	67	65	59	57	52	Local Traffic
14	Francisquito/Frazier	Sch,Res	5/4/88	1345	61.6	74	68	66	60	57	51	Local Traffic
15	Francisquito/I-10	MHP,Fwy	5/2/88	1430	65.3	79	68	67	65	65	62	Freeway Traffic
16	Bess/Dalewood	Res,Fwy	5/2/88	1530	71.4	85	75	73	71	70	67	Fwy./Loc. Traffic
17	Patriotti/Bess	Park,Res,Fwy	5/2/88	1545	66.7	71	69	68	67	66	65	Freeway Traffic
18	Francisquito at Terrance Med. Plaza	Hosp,mj.rdwy,CL	5/2/88	1400	68.8	80	74	72	69	67	58	Maj. Rdwy. Traffic
19	Ramona betw. Monterrey & Grace	Res,mj.rdwy	4/27/88	1500	64.5	78	70	68	64	61	50	Maj. Rdwy. Traffic
20	MacDevitt/Feather	Sch,Res	4/27/88	1530	56.9	72	62	60	57	55	49	Loc. Traf/Sch. Activ.

#### LAND USE LEGEND

Res- residential  
 MFR- multi-family residential  
 MHP-mobile home park  
 Com- commercial  
 Sch- school  
 mj.rdwy- major roadway/heavy traffic  
 Fwy- freeway  
 RR- rail road  
 CL- city line

Roadway CNEL Noise Contours

MESTRE GREVE ASSOCIATES  
CNEL CONTOUR SPREADSHEET

*Index Key: Arterial Mix*

*Freeway w/ 6% Trucks (3.65% MT, 2.35% HT)*    1  
*Freeway w/ 15% Trucks (5.7% MT, 9.3% HT)*    2

Roadway	Link	Index	ADT	Speed	CNEL100	Barr. Att.	Arterial Mix Percentages		
							Day	Eve	Night
							Auto	75.51%	12.57%
Olive St	Stewart Ave to Baldwin Park Blvd	1	7.8	40	60.1	0	22	47	101
Los Angeles St	West of Merced Ave	1	17.6	40	63.6	0	37	81	174
	Merced Ave to Maine Ave	1	13.8	40	62.5	0	32	69	148
	East of Maine Ave	1	9.2	40	60.8	0	24	52	113
Ramona Blvd	West of Francisquito Ave	1	27.3	40	65.5	0	50	108	233
	Francisquito Ave to Merced Ave	1	21.5	40	64.5	0	43	92	199
	Merced Ave to Pacific Ave	1	23.0	40	64.8	0	45	96	208
	Pacific Ave to Puente Ave	1	18.2	40	63.7	0	38	82	178
	Puente Ave to City Limit	1	9.6	40	61.0	0	25	54	116
Badillo St	Ramona Blvd to City Limit	1	11.0	40	61.6	0	27	59	127
Frazier St	I-10 Fwy to Francisquito Ave	1	7.2	40	59.7	0	21	44	96
Baldwin Park Blvd	Francisquito Ave to Merced Ave	1	8.4	40	60.4	0	23	49	106
	South of I-10 Fwy	1	16.7	40	63.4	0	36	78	168
	I-10 to Francisquito Ave	1	19.1	40	64.0	0	40	85	184
	Francisquito Ave to Merced Ave	1	17.9	40	63.7	0	38	82	176
	Merced Ave to Los Angeles St	1	12.9	40	62.2	0	30	66	141
	Los Angeles St to Arrow Hwy	1	4.9	40	58.0	0	16	34	74
Stewart Ave	Ramona Blvd to Arrow Hwy	1	2.3	40	54.8	0	10	21	45
Vineland Ave	I-10 to Badillo St	1	4.8	40	58.0	0	16	34	73
Puente Ave	South of I-10	1	17.3	40	63.5	0	37	80	172
Pacific Ave	I-10 to Ramona Blvd	1	12.1	40	62.0	0	29	63	135
	South of Ramona Blvd	1	18.8	40	63.9	0	39	84	182
Merced Ave	North of Ramona Blvd	1	15.9	40	63.2	0	35	75	162
Francisquito Ave	North of I-10	1	9.9	40	61.1	0	26	55	118
	Puente Ave to I-10	1	21.2	40	64.4	0	42	91	197
	I-10 to Baldwin Park Blvd	1	19.9	40	64.1	0	41	88	189
	Baldwin Park Blvd to Frazier St	1	9.5	40	60.9	0	25	53	115
San Bernardino Freeway	Frazier St to Ramona Blvd	1	10.1	40	61.2	0	26	56	120
San Gabriel River Freeway	E of San Gabriel River Fwy	2	240	55	79.7	0	441	950	2046
	N of San Bernardino Fwy	3	149	55	80.7	0	519	1118	2409

Exhibit A-11

## **5.0 GLOSSARY OF TERMS**

**A-WEIGHTED SOUND LEVEL.** The sound pressure level in decibels as measured on a sound level meter using the A-weighted filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the response of the human ear. A numerical method of rating human judgement of loudness.

**AMBIENT NOISE LEVEL.** The composite of noise from all sources near and far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.

**COMMUNITY NOISE EQUIVALENT LEVEL (CNEL).** The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five (5) decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of ten (10) decibels to sound levels in the night before 7 a.m. and after 10 p.m.

**DAY-NIGHT AVERAGE LEVEL (LDN).** The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of ten (10) decibels to sound levels in the night before 7 a.m. and after 10 p.m.

**DECIBEL (dB).** A unit for measuring the amplitude of a sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micro-pascals.

**dB(A).** A-weighted sound level (see definition above)

**EQUIVALENT SOUND LEVEL (LEQ).** The sound level corresponding to a steady noise level over a given sample period with the same amount of acoustic energy as the actual time varying noise level. The energy average noise level during the sample period.

**FREQUENCY.** The number of times per second that a sound pressure signal oscillates about the prevailing atmosphere pressure. The unit of frequency is the hertz. The abbreviation is Hz.

**INTRUSIVE NOISE.** That noise which intrudes over and above the ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, time of occurrence, and tonal or informational content as well as the prevailing ambient noise level.

**L10.** The A-weighted sound level exceeded 10 percent of the sample time. Similarly L50, L90, L99, etc.

**NOISE.** Any unwanted sound or sound which is undesirable because it interferes with speech and hearing, or is intense enough to damage hearing, or is otherwise annoying. The State Noise Control Act defines noise as "...excessive undesirable sound...".

**NOISE ATTENUATION.** The ability of a material, substance, or medium to reduce the noise level from one place to another or between one room and another. Noise attenuation is specified in decibels.

**NOISE EXPOSURE CONTOURS.** Lines drawn around a noise source indicating constant or equal level of noise exposure. CNEL and LDN are typical metrics used.

**NOISE REFERRAL ZONES.** Such zones are defined as the area within the contour defining a CNEL level of 60 decibels. It is the level at which either State or Federal laws and standards related to land use become important and, in some cases, preempted local laws and regulations. Any proposed noise sensitive development which may be impacted by a total noise environment of 60 dB CNEL or more should be evaluated on a project specific basis.

**NOISE SENSITIVE LAND USE.** Those specific land uses which have associated indoor and/or outdoor human activities that may be subject to stress and/or significant interference from noise produced by community sound sources. Such human activity typically occurs daily for continuous periods of 24 hours or is of such a nature that noise is significantly disruptive to activities that occur for short periods. Specifically, noise sensitive land uses include: residences of all types, hospitals, rest homes, convalescent hospitals places of worship and schools.

**SOUND LEVEL (NOISE LEVEL).** The weighted sound pressure level obtained by use of a sound level meter having a standard frequency-filter for attenuating part of the sound spectrum.

**SOUND LEVEL METER.** An instrument, including a microphone, an amplifier, an output meter, and frequency weighting networks for the measurement and determination of noise and sound levels.



# Baldwin Park General Plan

Municipal Revenue/Fiscal  
Impact Element  
 January 1989

**BALDWIN**  
**PARK** General  
Plan  
Program



## MUNICIPAL REVENUE/FISCAL IMPACT ELEMENT

### 1.0 INTRODUCTION

#### 1.1 Cost/Revenue

The ability to provide an attractive and safe environment in which to live and work depends in large part on a city's fiscal well-being. A city further benefits from a fiscally sound foundation by being able to compete successfully with surrounding communities in attracting revenue-generating industries, services, and retail outlets.

The type of land uses developed and the relative mix of the various land uses will directly impact a city's fiscal well-being. In order to delineate the difference from a fiscal perspective between land developed for industry, commercial, single-family, and multi-family uses, a cost/revenue fiscal impact model was prepared for Baldwin Park. The fiscal analysis, fully set forth in the Technical Report for this Element, is based upon recent costs and revenues to the City determined by a review of budget documents and discussions with members of various City departments. Both costs and revenues have been allocated by industrial, commercial, and residential land uses, by acre.

The cost/revenue fiscal analysis tool is general in scope. It can be applied by City staff as a guide to evaluate, in relative terms, alternative mixes of new land development. At present, industrial development is generating a net fiscal loss of \$74 per acre. Residential development is also generating a net loss: \$870 per acre of single-family development and \$2,870 per acre of multi-family. Commercial development is providing the City with a net fiscal gain of \$4,709 per acre.

#### 1.2 Issues Identification

Sales tax revenue is the number one revenue source for Baldwin Park. Consequently, it is in the City's best interest to promote commercial and retail business that can prosper in the community. The City's continual attention to commercial opportunities, including within redevelopment project areas, will help ensure that plans become realities. For example, the recently approved Westar Shopping Center project involves 13.5 acres within the Central Business District and Sierra redevelopment projects. Retail facilities will include shops, restaurants, a supermarket and a bank.

The City has made a policy of actively encouraging light industrial development and commercial office development in order to increase local employment opportunities for its residents. In order to attract new operations - retail, office, and light industrial - it is essential that the City of Baldwin Park and the Chamber of Commerce advertise the city in trade publications, hold business seminars, and contact individual clients and firms. This active process will inform the San Gabriel Valley and the Los Angeles region of Baldwin Park's advantages and opportunities.

The overwhelming opinion of residents in the community is that Baldwin Park should retain its single-family residential character while encouraging commercial retail services and establishments. The fiscal analysis of the City supports this conclusion. Although residential development generates a net fiscal loss to the City, multi-family development generates \$2,870 net loss per acre, while the net loss for single-family is \$870. As well, commercial development is the City's only profitable land use category, with a net fiscal gain of over \$4,700 per acre.

## **2.0 GOALS AND POLICIES**

### **Municipal Revenue/Fiscal Impact Goals:**

- 1.1 Strengthen the fiscal health of the city through the diversification of its economic base from a primarily residential emphasis to one more evenly balanced with commercial and industrial components.
- 1.2 Encourage development that will provide a wide and balanced range of goods and services while creating employment for the resident labor force.

### **Municipal Revenue/Fiscal Impact Policies:**

- 2.1 Encourage a full range of commercial establishments and facilities to serve the residents of the community, to provide local employment opportunities, and to improve the community's tax base.
- 2.2 Support and encourage commercial uses that do not create adverse impacts on other nearby uses, including the continued rejuvenation of the Central Business District for the local and specialty shopper.
- 2.3 Provide for shopping and service needs of residents, conveniently and pleasantly, by clustering commercial establishments to enable one-stop shopping wherever possible.
- 2.4 Retain existing viable industries, attract new light, clean industries, and promote commercial office uses which provide employment for the resident labor force.
- 2.5 Support plans and programs to arrest blight and deterioration in commercial retail areas.
- 2.6 Monitor the net fiscal impact of all development over time to determine the need, if any, to encourage or delay certain types of activity.
- 2.7 Encourage single-family, or single-family planned development, over multi-family development.
- 2.8 Develop a fee structure to insure that one-time public improvement costs, including all requisite off-site improvements, are fully covered by the developer.

- 2.9 Require a fiscal impact analysis for all development projects for which environmental impact reports (EIRs) are prepared.
- 2.10 Encourage the location of industries related to the current base industries in Baldwin Park.
- 2.11 Establish and maintain a list of targeted industries (high growth/labor intensive) to attract to Baldwin Park.
- 2.12 Establish a continual working relationship with the Chamber of Commerce to undertake a coordinated promotional effort to attract targeted industries.
- 2.13 Monitor the growth of square footage of outlets by type of retail and service category.
- 2.14 Where desirable deficient categories are identified, have the City and Chamber of Commerce encourage relocation to, or branch expansion in, Baldwin Park.
- 2.15 Encourage the location of retail outlets with a regional customer base to attract customers from surrounding communities and provide adequate shopping opportunities for City residents.

## 3.0 COMMUNITY ECONOMIC AND FISCAL ANALYSIS TECHNICAL REPORT

### 3.1 INTRODUCTION

Using the City of Baldwin Park Budgets for Fiscal Years 1985-86, 1986-87, and 1987-88, as points of reference, a cost/revenue tool has been designed which identifies and contrasts expected costs and revenues to the City associated with alternate land uses. (Table 1 presents the relative distribution of land use for the Planning Area.

Industrial, residential and commercial land uses generate differing requirements for municipal services and capital improvements and differing kinds and levels of taxes, fees, and other revenues to pay for associated costs. Generally, industrial land uses generate relatively small annual net fiscal gains or losses per acre to city governments; residential land uses typically generate relatively small annual net fiscal losses per acre; commercial land uses generate large net revenues per acre. It is necessary in preparing land use recommendations that the City staff know and take into account the fiscal implications of the mix of the land uses within each Alternative.

As derived from the City of Baldwin Park Budgets, the following municipal services are provided by the City:

- o City Government Administration and Support Services
- o Public Safety
- o Community Services
- o Human Services
- o Capital Improvements
- o Non-Departmental

We have identified recent costs through a review of the three most recent budget documents. After discussions were held with members of the various City departments, these costs have been allocated to industrial, commercial and residential land uses. Tables 2 through 4 present recurring expenditures in the aggregate, by land use and per acre, respectively.

New developments bring in people who require that the City incur costs associated with the municipal services listed above. The revenue sources to cover these costs are:

- o Taxes (property; sales/use; occupancy; franchise; business licenses; utility users; property transfer)
- o Licenses and permits
- o Fines and penalties
- o Use of property
- o Intergovernmental (including State subventions)
- o Charges for current services
- o Interest income
- o Miscellaneous/other revenue

Utilizing the same approach, as for costs -- review of budgets and discussions with City departments -- we allocated revenues by type to these land uses.

The following Charts A and B present the cost and revenue analyses as distributed among the three land use types.

**CHART A**  
**COST ANALYSIS BY CATEGORY**

<u>Category</u>	<u>Percent Allocated to Industrial</u>	<u>Percent Allocated to Commercial</u>	<u>Percent Allocated to SF Residential</u>	<u>Percent Allocated to MF Residential</u>
GOVERNMENT ADMINISTRATION AND SUPPORT SERVICES	10	9 (Land Use Distribution*)	70	11
PUBLIC SAFETY				
Police	5	15	60	20
Fire	5	15	60	20
COMMUNITY SERVICES				
Planning	20	25	40	15
Engineering	20	25	45	10
Maintenance		Land Use Distribution		
Administration		Land Use Distribution		
HUMAN SERVICES				
Administration	0	0	Residential Land Use Distribution	
Recreation Services	0	0	Residential Land Use Distribution	
Community Social Services	0	0	Residential Land Use Distribution	
NON-DEPARTMENTAL**	0	0	Residential Land Use Distribution	

\*Total cost allocated to each land use type based on the percentage of distribution of land uses in the City.

\*\*Includes animal control and other miscellaneous services for residents.

Source: Natelson-Levander-Whitney, Inc.  
City of Baldwin Park

**CHART B**  
**REVENUE ANALYSIS BY CATEGORY**

<u>Category</u>	<u>Percent Allocated to Industrial</u>	<u>Percent Allocated to Commercial</u>	<u>Percent Allocated to SF Residential</u>	<u>Percent Allocated to MF Residential</u>		
<b>TAXES</b>						
Property		Assessed Value Distribution				
Sales and Use	0	100	0	0		
Franchise		Land Use Distribution				
Occupancy	0	100	0	0		
Property Transfer		Assessed Value Distribution				
Utility Users		Land Use Distribution				
Business Licenses	30	70	0	0		
FINES AND PENAL-TIES		0	100			
USE OF PROPERTY		Land Use Distribution				
<b>INTER-GOVERNMENTAL</b>						
Motor Vehicle	10	10	Residential Land Use Distribution			
Cigarette	0	10	Residential Land Use Distribution			
Other			Land Use Distribution			
<b>TRAFFIC SAFETY</b>						
Code Fines		Land Use Distribution				
Parking Citations	10	30	Residential Land Use Distribution			
<b>PROPOSITION A</b>						
GAS TAX		10	Residential Land Use Distribution			
<b>URBAN RECREATION</b>						
BICYCLE AND PESDESTRIAN SAFETY		0	0	Residential Land Use Distribution		

Source: Natelson-Levander-Whitney, Inc.; City of Baldwin Park

Per-acre cost and revenue figures have been developed in the City by dividing the total of the various costs and revenues assigned to each of the three land uses (exclusive of certain non-recurring expenditures and revenues detailed below) by the respective acreage of each land use.

Future revenues per acre by land use are assumed to be the same as the present. This assumption provides the most accurate estimate of future revenues, rather than second guessing what changes will transpire in the tax laws or sources of inter-governmental funds that will be available.

According to a City of Baldwin Park Capital Improvement Program document, capital projects are anticipated to occur annually over the next several years and are taken into account in determining future expenditures. The projects mostly involve street improvements. These projects are primarily funded by the Gas Tax or State Bond 300 program.

At present, industrial development is generating a net fiscal loss of \$ 74 per acre. Residential development is also generating a net loss; \$870 per acre of single-family development and \$2870 per acre of multi-family. Commercial development is providing the City with a net fiscal gain of \$4,709 per acre. (See Table 4 and 7 which summarize by category current per acre costs and revenues.) Such present net losses or revenues per acre are used as the multipliers for estimating the future per acre costs or revenue by land use type.

This fiscal analysis is presented in four sections. The first section is this introduction. The second section describes the cost/revenue tool: what it is. The third section provides a caveat and states what it is not. The fourth section explains how the cost/revenue multipliers were derived.

The General Plan is, by definition, a general document. The cost/revenue tool is general in scope. It can be applied by City staff to evaluate, in relative terms, alternative mixes of new land development proposals presented.

### 3.2 THE COST/REVENUE TOOL - WHAT IT IS

The cost/revenue tool is a series of multipliers which represent City-wide average costs and revenues generated by industrial, commercial and residential land uses on a per acre basis. These multipliers have been developed from recent City fiscal, economic, demographic and land use data. The multipliers can be used to conduct a generalized fiscal impact analysis of alternative mixes of new land developments in order to estimate public expenditures and the revenues generated by those developments. In order to apply the multipliers, one needs to know the proposed acreage of industrial, commercial or residential land. The multipliers will convert these data into average recurring costs to the City and into average recurring revenues to the City. A net cost-revenue figure can be generated in this way.

### 3.3 THE COST/REVENUE TOOL - WHAT IT IS NOT

The cost/revenue tool is a fiscal auditing tool that considers only net public costs and revenues of new development to the City. As such, it is only one tool to be used in the City's development planning process. Cost/revenue analysis ignores non-fiscal and intangible costs and benefits as well as those costs and benefits which may be realized differentially to groups within the City. For example, a certain hypothetical industrial development in the City may appear marginal from the City's fiscal point of view; other benefits, such as employment of City residents, should be factored into the City's decision whether or not to permit the development to be undertaken.

### 3.4 HOW THE COST-REVENUE MULTIPLIERS WERE DERIVED

#### 3.4.1 Overall Approach

The basic premise utilized is that future costs and revenues are best estimated by current average net revenues and costs as presented in the budgets of the last several years, and then distributed per acre by land use. Redevelopment Agency and Housing and Economic Development revenues are excluded from the current total of revenues in the City, and are therefore excluded in the future revenues as well.

The analysis is based upon expenditures for public services and facilities and revenues by sources as reported in the City of Baldwin Park Budgets for Fiscal Years 1985-86, 1986-87 and 1987-88. This report also incorporates data gathered in telephone interviews with City staff with particular reliance on the following departments:

- o Administrative Services
- o Building
- o Engineering
- o Maintenance
- o Planning
- o Police
- o Human Services

(Additional data were obtained from the Los Angeles County Assessor's Office.)

The costs and revenues are reported in current 1988 dollars. It is assumed that costs and revenues will increase in time at the same rate. Therefore, the net cost/revenue multipliers should remain relatively constant over time.

Budget categories were identified as either recurring or non-recurring. For non-recurring, or one-time costs, we assumed that one-time revenues such as permits and license fees cancelled out these costs. Therefore, these categories are excluded from analysis for both costs and revenues.

Tables 2 through 7 present the average recurring budget expenditures and revenues respectively since fiscal year 1985-86. Costs are presented by department or major category. The annual capital projects cost of \$700,000 is a figure estimated from completed and future projects. Revenues are presented by their source.

### 3.5 NON-RECURRING REVENUES WHICH OFF-SET NON-RECURRING EXPENSES

Following is a partial list of those most significant non-recurring revenues which off-set non-recurring expenses, and thus are not included in the net revenues and expenditures used to analyze the fiscal impact of future incremental developments:

- Licenses and Permits
- Fines and Penalties
- Miscellaneous Services
- EDA revolving loan

### 3.6 RECURRING COSTS

A determination was made in consultation with City staff, as to whether a specific land use type (industrial, commercial or residential) generated recurring cost or revenue. Then the total recurring portion of the budget was allocated to the appropriate land use type, as determined by interviews with the relevant department personnel. (Police costs, for example, were allocated five percent to the commercial sector, fifteen percent to the industrial sector, and sixty percent to the SF residential sector and twenty percent to the MF residential sector.) In those cases where it was not possible to determine the exact portion of the cost or revenue by land use, the total recurring cost or revenue was allocated to each land use type based on the percentage distribution of land uses in the City. The reasoning behind this is that City services and facilities are generated almost wholly from urbanized land uses, and, lacking data indicating otherwise, these costs and revenues are assumed to be generated proportionate to the land use distribution in the City. The allocated average cost and revenue dollar figures were then divided by the current acreage developed for industrial, commercial or residential use to derive per acre costs or revenues. The net per acre cost or revenue by land use was then derived by subtracting the costs from revenues.

TABLE I  
BALDWIN PARK

LAND USE DISTRIBUTION AND ASSESSED VALUATION

	Industrial	Commercial	RESIDENTIAL		Urbanized Total	Other *	Grand Total
			SF	MF			
Acreage	328	297	2280	345	3250	1135	4385
Distribution of Urbanized land	10%	9%	70%	11%	100%		
Assessed Value 1987 - '88 (\$000's)	72,373	80,671	644,795	116,852	914,691	64,494	979,185
Distribution	8%	9%	70%	13%	100%		

\* Includes open space, public lands, agricultural land, surface streets and freeways.

Source: Natelson,Levander,Whitney, Inc., City of Baldwin Park, Los Angeles County Assessors Office

TABLE 2  
BALDWIN PARK

SUMMARY OF EXPENDITURES  
EXCLUSIVE OF SPECIFIED NON-RECURRING COSTS

CATEGORY	EXPENDITURES
<b>CITY GOVERNMENT ADMINISTRATION AND SUPPORT SERVICES</b>	
Department:	
City Clerk	
City Council	
City Treasurer	
City Manager	
City Attorney	
Finance	
Information Services	
Personnel	
	<b>Total:</b>
	<b>1,576,179</b>
<b>PUBLIC SAFETY</b>	
Police	4,565,757
Fire	1,767,881
<b>COMMUNITY SERVICES</b>	
Administration	122,189
Engineering	418,682
Maintenance	1,694,282
Planning	283,869
<b>HUMAN SERVICES</b>	
Administration	104,639
Community Social Services	324,355
Recreation Services	269,978
<b>NON - DEPARTMENTAL</b>	
	<b>354,725</b>
<b>CAPITAL PROJECTS</b>	
	<b>700,000</b>
<b>TOTAL COSTS</b>	
	<b>12,182,536</b>

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TABLE 3  
BALDWIN PARK

SUMMARY OF EXPENDITURES: DISTRIBUTED BY LAND USE  
EXCLUSIVE OF SPECIFIED NON - RECURRING COSTS

CATEGORY	INDUSTRIAL	COMMERCIAL	RESIDENTIAL	
			SF	MF
CITY GOVERNMENT ADMINISTRATION AND SUPPORT SERVICES				
Department:				
City Clerk				
City Council				
City Treasurer				
City Manager				
City Attorney				
Finance				
Information Services				
Personnel				
	Total:	159,073	144,839	1,105,750
PUBLIC SAFETY				167,317
Police	228,288	684,864	2,739,454	913,151
Fire	88,394	265,182	1,060,729	353,576
COMMUNITY SERVICES				
Administration	12,332	11,166	85,720	12,971
Engineering	83,736	104,671	188,407	41,868
Maintenance	170,992	154,831	1,188,604	179,855
Planning	56,774	70,967	113,548	42,580
HUMAN SERVICES				
Administration	0	0	90,931	13,708
Community Social Services	0	0	281,864	42,491
Recreation Services	0	0	234,611	35,367
NON - DEPARTMENTAL				
	0	0	308,256	46,469
CAPITAL PROJECTS	70,646	63,969	491,077	74,308
TOTAL COSTS	870,235	1,499,689	7,888,951	1,923,661

TABLE 4  
BALDWIN PARK

SUMMARY OF EXPENDITURES: PER ACRE OF LAND USE  
EXCLUSIVE OF SPECIFIED NON - RECURRING COSTS

CATEGORY	INDUSTRIAL	COMMERCIAL	RESIDENTIAL	
			SF	MF
CITY GOVERNMENT ADMINISTRATION AND SUPPORT SERVICES				
Department:				
City Clerk				
City Council				
City Treasurer				
City Manager				
City Attorney				
Finance				
Information Services				
Personnel	Total:	485	485	485
PUBLIC SAFETY	Police	696	2,306	1,202
	Fire	269	893	465
COMMUNITY SERVICES	Administration	38	38	38
	Engineering	255	352	83
	Maintenance	521	521	521
	Planning	173	239	50
HUMAN SERVICES	Administration	0	0	40
	Community Social Services	0	0	124
	Recreation Services	0	0	103
NON - DEPARTMENTAL		0	0	135
CAPITAL PROJECTS		215	215	215
TOTAL COSTS		2,653	5,049	3,468
				5,576

TABLE 5  
BALDWIN PARK

SUMMARY OF REVENUES  
EXCLUSIVE OF SPECIFIED NON - RECURRING REVENUES

CATEGORY	REVENUES
TAXES	
Property Tax	1,202,134
Sales Tax	1,759,115
Transient Tax	205,944
Franchises	460,281
Business License Tax	197,765
Real Property Transfer Tax	86,068
Utility Tax	884,153
INTEREST INCOME	179,084
REVENUES FROM OTHER AGENCIES	
Motor Vehicle in Lieu	1,776,434
Cigarette Tax	121,915
Other	131,956
TRAFFIC SAFETY	
Code Fines	176,628
Parking Citations	39,002
PROPOSITION A	643,146
GAS TAX	1,121,623
URBAN RECREATION	58,851
BICYCLE AND PEDESTRIAN SAFETY	21,911
BEGINNING BALANCE	715,963
TOTAL REVENUE	9,781,893

TABLE 6  
BALDWIN PARK

SUMMARY OF REVENUES: DISTRIBUTED BY LAND USE  
EXCLUSIVE OF SPECIFIED NON - RECURRING REVENUES

CATEGORY	INDUSTRIAL	COMMERCIAL	RESIDENTIAL	
			SF	MF
<b>TAXES</b>				
Property Tax	95,116	106,822	847,423	153,573
Sales Tax	0	1,759,115	0	0
Transient Tax	0	205,944	0	0
Franchises	46,445	42,055	322,849	48,852
Business License Tax	59,330	138,436	0	0
Real Property Transfer Tax	69,957	77,978	623,268	112,951
Utility Tax	89,231	80,798	620,267	93,856
INTEREST INCOME	18,074	16,366	125,634	19,010
<b>REVENUES FROM OTHER AGENCIES</b>				
Motor Vehicle in Lieu	177,643	177,643	1,236,398	184,749
Cigarette Tax	0	12,192	95,459	14,264
Other	13,317	12,059	92,572	14,008
<b>TRAFFIC SAFETY</b>				
Code Fines	17,826	16,141	123,911	18,750
Parking Citations	3,900	11,781	23,752	3,549
PROPOSITION A	64,908	58,774	451,192	68,272
GAS TAX	112,162	112,162	780,650	116,649
URBAN RECREATION	5,939	5,378	41,286	6,247
BICYCLE AND PEDESTRIAN SAFETY	0	0	19,063	2,848
BEGINNING BALANCE	72,257	65,428	502,276	76,002
<b>TOTAL REVENUE</b>	<b>846,107</b>	<b>7,818,170</b>	<b>5,198,000</b>	<b>933,511</b>

TABLE 7  
BALDWIN PARK

SUMMARY OF REVENUES: PER ACRE OF LAND USE  
EXCLUSIVE OF SPECIFIED NON - RECURRING REVENUES

CATEGORY	INDUSTRIAL	COMMERCIAL	RESIDENTIAL	
			SF	MF
TAXES				
Property Tax	298	357	372	445
Sales Tax	0	5,923	0	0
Transient Tax	0	693	0	0
Franchises	142	142	142	142
Business License Tax	181	466	0	0
Real Property Transfer Tax	213	263	273	327
Utility Tax	272	272	272	272
INTEREST INCOME	55	55	55	55
REVENUES FROM OTHER AGENCIES				
Motor Vehicle in Lieu	542	598	542	536
Cigarette Tax	0	41	42	41
Other	41	41	41	41
TRAFFIC SAFETY				
Code Fines	54	54	54	54
Parking Citations	12	39	10	10
PROPOSITION A	198	198	198	198
GAS TAX	342	378	342	338
URBAN RECREATION	18	18	18	18
BICYCLE AND PEDESTRIAN SAFETY	0	0	0	0
BEGINNING BALANCE	220	220	220	220
TOTAL REVENUE	2,580	9,758	2,590	2,706

TABLE 8  
BALDWIN PARK

PER ACRE NET COST/REVENUE BY LAND USE

INDUSTRIAL	COMMERCIAL	RESIDENTIAL
SF	MF	
-----	-----	-----
(74)	4,709	(870) (2,870)



# Baldwin Park General Plan

Environmental Impact Report

January 1989

**BALDWIN  
PARK**  
General  
Plan  
Program



ENVIRONMENTAL IMPACT REPORT  
for

BALDWIN PARK GENERAL PLAN

January 1989

City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, California 91706

Prepared by:

Cotton/Beland/Associates, Inc.  
Urban & Environmental Planning  
1028 North Lake Avenue  
Suite 107  
Pasadena, California 91104



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## **1.0 INTRODUCTION**

### **1.1 Purpose of the EIR**

This environmental impact report (EIR) analyzes the potential impacts that may result from the implementation of the Baldwin Park General Plan. The EIR compares the impacts of existing land use and existing zoning to the potential impacts associated with long-range implementation of the General Plan.

This EIR is intended to provide information to public agencies and the general public regarding the potential environmental impacts related to implementation of the Baldwin Park General Plan. Under the provisions of the California Environmental Quality Act (CEQA), "The purpose of an environmental impact report is to identify the significant effects of a project on the environment, to identify alternatives to the project, and to indicate the manner in which significant effects can be mitigated or avoided." Thus, the EIR is an information document for use by decision makers, public agencies, and the general public. It is not a policy document which sets forth City policy about the desirability of any of the potential alternatives discussed.

### **1.2 Lead Agency and Document Format**

The City of Baldwin Park is the Lead Agency for the project, as defined by Section 21067 of CEQA. Preparation of this EIR is in accord with the California Environmental Quality Act (CEQA) of 1970 (Public Resources Code, Section 21000 et. seq.) and the California Environmental Quality Act Guidelines, as amended in 1986. The overall format of the EIR contains those components required by CEQA, as summarized in Table EIR-1.

Relevant reports and other reference materials from which data and conclusions have been drawn are listed in Section 8.0, References. During the course of EIR preparation, an effort was made to contact all affected agencies, organizations and persons. Persons responding to the notice of EIR preparation are listed in Appendix A.

**TABLE EIR-1**  
**REQUIRED CONTENTS OF AN EIR - CEQA LAW AND GUIDELINES**

Required Section	Section in EIR
Table of Contents (Section 15122)	
Summary (Section 15123)	2.0
Project Description (Section 15124)	3.0
Environmental Setting (Section 15125)	4.1.A - 4.1.0
Environmental Impacts (Section 15126)	4.1.A - 4.1.0
Significant Environmental Effects of Proposed Project (Section 15126a)	4.2
Unavoidable Significant Environmental Effects (Section 15126b)	4.2
Mitigation Measures Proposed to Minimize Significant Effects (Section 15126c)	4.1.A - 4.1.0
Alternatives to the Proposed Project (Section 15126d)	5.0
Relationship Between Local Short-Term Uses of the Environment and the Maintenance and Enhancement of Long-Term Productivity (Section 15126e)	6.1
Significant Irreversible Environmental Changes Resulting from Implementation of the Proposed Project (Section 15126e)	6.2
Growth-Inducing Impacts of the Proposed Project (Section 15126g)	6.3
Effects Found Not to Be Significant (Section 15128)	2.2.3, 4.3
Organizations and Persons Consulted (Section 15129)	7.0
Cumulative Impacts (Section 15130)	6.4

## **2.0 SUMMARY**

### **2.1 Project Location and Characteristics**

The City of Baldwin Park is located in Los Angeles County, approximately 17 miles east of the Los Angeles Civic Center. The city has an area of 6.8 square miles, nearly all of which is developed.

The project involves the update of each element of the Baldwin Park General Plan. The following eight elements are included in the Plan: Land Use, Housing, Conservation and Open Space, Public Safety, Public Services and Facilities, Circulation, Municipal Revenue/Fiscal Impact, and Noise. The project will result in changes in allowable residential densities, the redesignation of several residential areas to less-intense residential uses, and minor redesignations in other land use areas. The land use policy, as defined in the goals and policies in each element of the General Plan, is based on the following overall land use goal:

- Establish land use policies that will provide a framework for the coordinated and effective management, balance, and livability of future development and redevelopment based on community needs.

Anticipated environmental impacts related to the General Plan's adoption and implementation will result primarily from changes in residential land use and land use policy. General Plan policy articulated in the eight elements is designed to improve Baldwin Park's living environment for all residents.

### **2.2 Environmental Impacts**

This EIR addresses the impacts associated with the long-term implementation of the Baldwin Park General Plan. Due to the general and long-term scope of the project, environmental impacts can be assessed only in general terms. However, this does not mean that the information contained in the EIR cannot be used to analyze specific projects. The EIR can alert the City and responsible agencies to potential impacts so that specific future projects can be reviewed further.

### **2.2.1 Potentially Significant Impacts**

The findings presented in this EIR conclude that implementation of the proposed General Plan will result in significant air quality impacts.

**Air Quality:** Existing air quality throughout the South Coast Air Basin is considered poor, as supported by data from the South Coast Air Quality Management District (SCAQMD). Implementation of land use policy will result in further degradation of air quality. The anticipated emissions will exceed SCAQMD recommended thresholds. Furthermore, air quality impacts cannot be reduced to less than significant levels. The City must make a Statement of Overriding Considerations if the General Plan is approved as proposed.

### **2.2.2 Adverse But Not Significant Impacts**

Even with the incorporation of mitigation measures, long-term implementation of the General Plan may result in the following environmental impacts, which are considered adverse but less than significant.

**Land Use:** Although residential densities have been reduced in the proposed Plan compared with the existing Plan, build-out could result in an eight percent increase in dwelling units citywide, which equals approximately 1,250 additional units over existing conditions. Impacts associated with this overall density increase over existing conditions (e.g., traffic, congestion, use of resources) are considered adverse.

**Earth:** Because the proposed General Plan could result in more people residing in Baldwin Park, the exposure of more people to earthquake hazards is considered an inevitable adverse impact.

**Water:** Because the General Plan may result in more people working within the city's flood inundation area in the northeast industrial section, flooding impacts are considered adverse.

**Natural Resources:** Although natural resource consumption under the Plan is considered less than significant from a regional perspective, any increased use of nonrenewable resources is considered adverse.

**Risk of Upset:** Future industrial and commercial growth under the proposed General Plan may increase the amount of hazardous substances transported and generated in the city. Because environmental impacts would be the result of accidents, these impacts would have to be considered adverse as long as the possibility of an accident exists.

**Population:** Implementation of the Plan could result in an approximate 10 percent increase in Baldwin Park's population at build-out. The anticipated increase is considered adverse because more people can be expected to result in more congestion, more traffic, and more air pollution.

**Circulation:** New development under the General Plan will increase traffic on area roadways, although the impacts are considered less than significant when considering the handling capacity of the roadways. Related circulation problems--such as directional confusion, freeway access, on-street parking, and access to landlocked parcels--will be reduced if the goals and policies of the Circulation Element are implemented.

**Public Services:** Implementation of the Plan will place greater demands on public services (fire and police protection, schools, and public maintenance), although a need for significant changes in these services is not foreseen.

**Utilities:** Electrical power and natural gas consumption is expected to rise as new development occurs. Any increase in energy consumption can be considered adverse since the result is continued pollution and the depletion of energy sources.

### **2.2.3 Effects Found to be Neither Adverse Nor Significant**

This EIR identified the following environmental issues as resulting in neither adverse nor significant impacts under the proposed General Plan: noise, light and glare, energy, plant and animal life, human health, aesthetics, and recreation.

### **2.2.4 Beneficial Effects**

General Plan land use policy attempts to establish use patterns and densities that minimize the potential for conflict and other adverse effects. The goals and policies contained in the Plan are designed to improve

the overall living and working environment in Baldwin Park. Specifically, improvements over existing conditions are expected in housing, open space, and cultural resources.

### **2.3 Project Alternatives**

During the course of the General Plan process, the City considered several land use plan alternatives. They have been designated as follows:

#### **Alternative A: No Project**

This alternative assumes that Baldwin Park would develop to build-out under the 1979 General Plan, which remains in effect until a new General Plan is approved. Based primarily on significantly higher allowable residential densities, the no-project alternative would result in greater overall environmental impacts on all the issue areas analyzed in this EIR. One of the vital reasons for updating the General Plan is to reduce the high rate of residential development that has occurred in recent years. The no-project alternative would allow this rate of development to continue.

#### **Alternative B: The Range of Other Alternatives Considered During the General Plan Process**

This alternative (the "range alternative") includes several scenarios that were considered. They have been grouped together because each option proceeded directly from the one before it in an ongoing process of revision and refinement. The variable most often focused on was the redesignation of specific residential areas to less-intense residential uses. Numerous options were considered, from one extreme (expanding R-3 areas) to another (permanent moratorium). For each scenario, detailed parcel-by-parcel calculations and field surveys were undertaken. Some of the scenarios may not have met the needs of all income groups; other options were so similar that a choice was made based on the development suitability of a single, specific lot. The proposed General Plan is considered environmentally superior to the range alternative because it is expected to benefit the widest range of current and future Baldwin Park residents.

### **2.4 Areas of Public Concern or Known Controversy**

During the General Plan preparation process, a questionnaire was mailed to Baldwin Park residents and

businesses, and four town meetings were held. Many concerns were raised, including the single-family atmosphere of Baldwin Park, the resale value of residential property, overcrowdedness, the need for usable open space and landscaping, and the expansion of retail facilities in the city, among many other issues. At each meeting, detailed notes were taken. All noted concerns have been incorporated directly into the proposed General Plan document.

TABLE EIR-2  
SUMMARY OF IMPACTS

**I. UNAVOIDABLE SIGNIFICANT, ADVERSE ENVIRONMENTAL IMPACTS (AGENCY MUST ISSUE A "STATEMENT OF OVERRIDING CONSIDERATIONS" UNDER SECTION 15093 AND 15126(b) OF THE STATE CEQA GUIDELINES IF THE PROJECT IS APPROVED).**

<u>Resource</u>	<u>Description of Impact</u>	<u>Mitigation Measures</u>	<u>Residual Impact</u>
Air Quality	Emissions of five major pollutants in excess of SCAQMD recommended thresholds.	Proposed land use policy will produce lower pollution levels than buildup under existing 1979 General Plan; mass transit projects and service; pedestrian and non-motor vehicle paths.	Increased emissions above existing levels and SCAQMD thresholds.

**II. ADVERSE ENVIRONMENTAL IMPACTS THAT CAN BE PARTIALLY MITIGATED.**

<u>Resource</u>	<u>Description of Impact</u>	<u>Mitigation Measures</u>	<u>Residual Impact</u>
Land Use	Higher overall density over existing conditions; related impacts on population, housing, and circulation.	Reduced residential densities and redesignations; goals and policies to retain single-family character of city.	Reduced adverse impacts.
Earth	Exposure of people and buildings to earthquake hazards.	Regional emergency preparedness planning; abatement program for hazardous structures; maintain City's Emergency Preparedness Plan.	Reduced adverse impacts.

TABLE EIR-2  
SUMMARY OF IMPACTS  
continued

<u>Resource</u>	<u>Description of Impact</u>	<u>Mitigation Measures</u>	<u>Residual Impact</u>
Water	Exposure of people and buildings to remote flood hazards.	Regional emergency preparedness planning; maintain Emergency Preparedness Plan.	Reduced adverse impacts.
Natural Resources	Increased use of non-renewable resources.	Conservation of energy, water, and material resources through conservation methods noted in Conservation and Open Space Element.	Reduced adverse impacts.
Risk of Upset	Increased amount of hazardous substances and higher potential for accidents.	Regional emergency preparedness planning; maintain Emergency Preparedness Plan; separate and buffer residential uses from industry.	Reduced adverse impacts.
Population	Approximately 10 percent increase in population over life of General Plan.	Land use and housing goals and policies; reduced residential densities and redesignations.	Reduced adverse impacts.
Circulation	Increased traffic on area roadways.	Improved circulation plan; public transit; proximity of compatible uses; pedestrian and non-motor vehicle paths.	Reduced adverse impacts.

TABLE EIR-2  
SUMMARY OF IMPACTS  
continued

<u>Resource</u>	<u>Description of Impact</u>	<u>Mitigation Measures</u>	<u>Residual Impact</u>
Public Services	Greater demands on fire and police protection, school system, and public maintenance.	Development proportional to ability to provide public services; continual implementation of health and safety codes; developer fees.	Reduced adverse impacts.
Utilities	Increase in electrical power and natural gas consumption.	Housing rehabilitation standards; occupancy inspection program; conservation measures.	Reduced adverse impacts.
<b>III. EFFECTS FOUND TO BE NEITHER SIGNIFICANT NOR ADVERSE.</b>			
The proposed General Plan, in conjunction with mitigation measures in this EIR, will not adversely impact the following areas: noise, light and glare, energy, plant and animal life, human health, aesthetics, and recreation.			
<b>IV. BENEFICIAL EFFECTS</b>			
Goals and policies contained in the General Plan are designed to improve Baldwin Park's living and working environment by reducing land use conflicts, encouraging and monitoring appropriate development, and protecting the health, safety, and welfare of the City's residents.			

## **3.0 PROJECT DESCRIPTION**

### **3.1 Location**

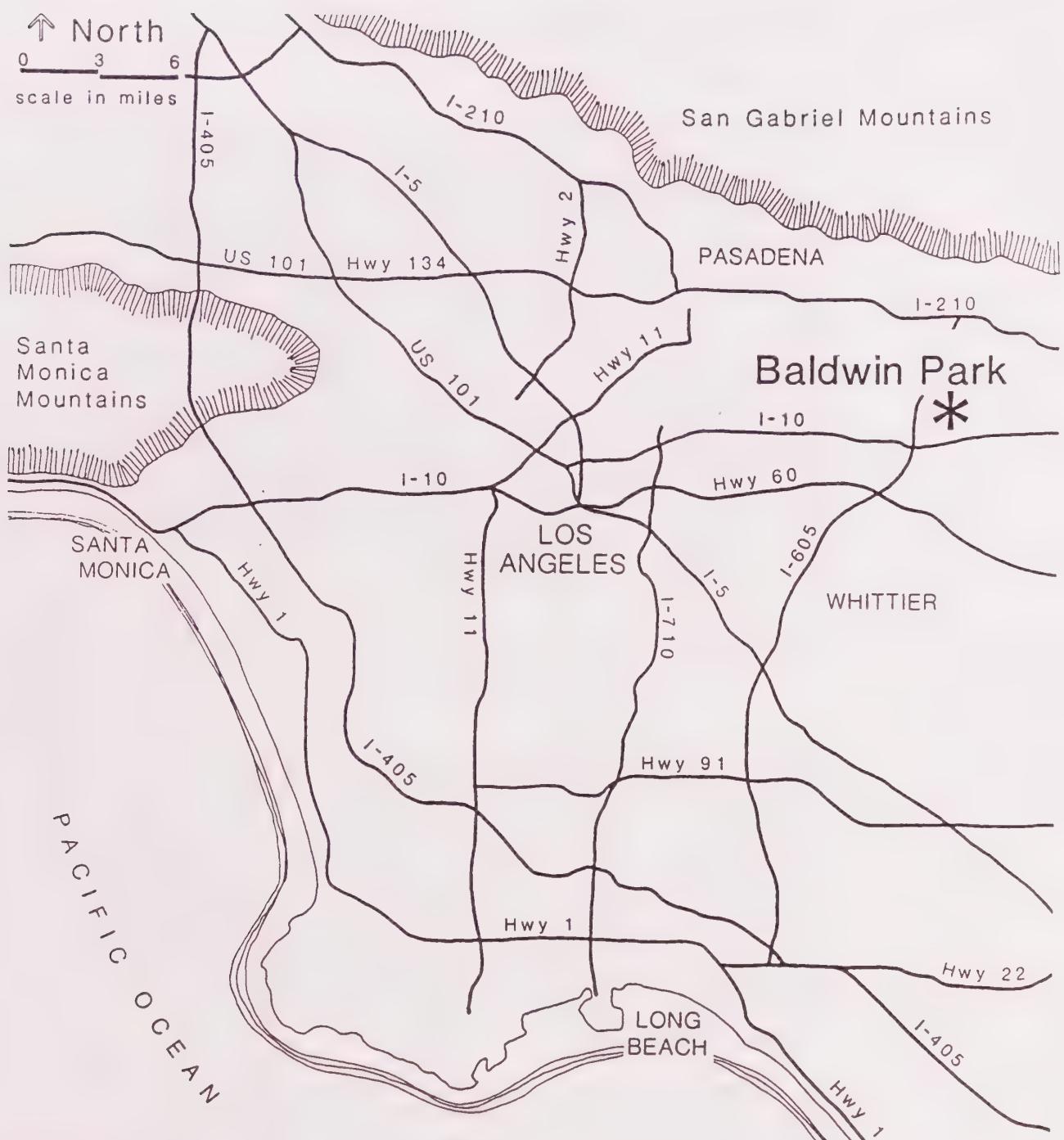
The City of Baldwin Park is located in Los Angeles County, approximately 17 miles east of the Los Angeles Civic Center. Two major freeways traverse the city. The San Gabriel River Freeway (Interstate 605) runs north-south through the western edge of Baldwin Park, and the San Bernardino Freeway (Interstate 10) runs east-west through the southern portion of the city. Baldwin Park is surrounded by the cities of Irwindale on the north, West Covina on the east, Industry on the south, and El Monte to the west. Immediately beyond the northern boundary is the Santa Fe Dam. Each of the neighboring cities combines industry, urban development, and uninterrupted residential development. Irwindale's granite quarrying industry is evident by its vast expanses of deep open quarries along I-605. The two freeways are a primary resource for these communities, since downtown Los Angeles is usually about a one-half-hour's drive west.

Figures EIR-1 and EIR-2 locate Baldwin Park within regional and local settings.

### **3.2 Project Characteristics**

The Baldwin Park General Plan update consists of three primary components which together fulfill the requirements of State general plan law. These components are: 1) the Technical Report, 2) the General Plan Element, and 3) implementation measures discussed throughout the General Plan, particularly in the Goals and Policies section of each Element. The eight General Plan elements which address the issue areas prescribed by State law are: Land Use, Housing, Conservation and Open Space, Public Safety, Public Services and Facilities, Circulation, Noise, and Municipal Revenue/Fiscal Impact.

Each technical report, which corresponds with a General Plan Element, presents an overview of existing conditions in Baldwin Park as of 1988. The technical reports are not "technical" in the sense that they are filled with complex formulas, specialized language, and unintelligible jargon. Rather, they gather information and statistics relevant to describing the Environmental Setting of each impact area analyzed in this EIR. Furthermore, the technical reports provide the basis for the goals and policies contained in the elements.



SOURCE: CBA

**BALDWIN  
PARK**

General  
Plan  
Program

Figure EIR-1  
Regional Vicinity Map

↑ North

0 3000  
scale in feet



SOURCE: City of Baldwin Park and CBA

- City Boundary
- ..... Sphere of Influence

**BALDWIN**  
General  
Plan  
Program  
**PARK**

Figure EIR-2  
City Boundaries  
and Sphere of Influence

The General Plan document presents Baldwin Park's long-range planning objectives expressed in the form of goals and policies. The eight elements noted above contain specific goals and policies designed to address the issues initially identified in the technical reports. The major components of the elements include:

**Land Use Element:** The intensity and distribution of future development are described in the Land Use Element text and the Land Use Policy map. Land use distribution is outlined in Table EIR-3.

**Housing Element:** This element discusses housing assistance programs and development policies designed to provide adequate housing for all income groups. The element also stresses the need to control the rapid development of multi-family units throughout the city.

**Conservation and Open Space Element:** This element outlines policies designed to maintain and improve existing natural and open space resources. The element recognizes that future open space expansion is severely limited by the densely developed urban environment of Baldwin Park.

**Public Safety Element:** The importance of emergency preparedness planning is the focus of this element. Although not subject to all natural and man-made disasters, Baldwin Park could suffer major damage in the event of an earthquake. The Public Safety Element also introduces the existing Baldwin Park Emergency Preparedness Plan as the definitive resource document in case of an emergency.

**Public Services and Facilities Element:** This element discusses those benefits which are available to all residents who may want or need them. Some of these are public schools, library services, historical resources, police and fire services, and sewer systems.

**Circulation Element:** Traffic and street problems are addressed in this element. Policies and programs are established which will improve the ability of the circulation system to meet the transportation needs of Baldwin Park.

**Noise Element:** This element analyzes primary sources of noise within the community and ways to protect existing and future noise-sensitive land uses.

**TABLE EIR-3**  
**BALDWIN PARK EXISTING AND PROPOSED GENERAL PLAN ACRES**

GENERAL PLAN DESIGNATION	EXISTING ACRES	PROPOSED ACRES	PERCENT CHANGE
Residential:			
Single-Family	2,274	2,311	+ 2 %
Garden Multi-family	96	208	+117 %
Multi-family	367	217	- 41 %
	— 2,737	— 2,736	— 0 %
Commercial:			
Neighborhood Commercial	35	41	+ 17 %
General Commercial	289	352	+ 22 %
Central Business District	68	*	*
	— 392	— 393	— 0 %
Industrial:			
Office Industrial	30	30	0 %
Industrial/Commercial	84	84	0 %
Commercial Manufacturing	53	57	+ 8 %
General Manufacturing	409	405	- 1 %
	— 576	— 576	— 0 %
Public:			
Open Space	533	533	0 %
	— 533	— 533	— 0 %
Freeways	127	127	0 %
	— 127	— 127	— 0 %
CITY TOTAL	4,365	4,365	0 %

\* The "Central Business District" General Plan classification is proposed to be redesignated to coincide with its zoning categories, which are "General Commercial" (63 acres) and "Neighborhood Commercial" (5 acres).

Source: Cotton/Beland/Associates, Inc. computer digitizing.

**Municipal Revenue/Fiscal Impact Element:** The type and mix of land uses in Baldwin Park are addressed in this element from a fiscal perspective. Conclusions are based upon a detailed cost/revenue fiscal impact model prepared specifically for the city. The element provides goals and policies intended to help Baldwin Park compete successfully with surrounding communities in attracting revenue-generating light industries, services, and retail outlets.

In the case of the Baldwin Park General Plan, research was undertaken on a detailed, parcel-by-parcel level. Therefore, goals and policies stated in the elements are precise and specific measures which translate directly into mitigation measures developed in this EIR.

### 3.3 Project Objectives

The overall General Plan objective is to establish planning policies and programs designed to improve the living environment in Baldwin Park. This is accomplished by revising, refining, and redefining the City's long-range planning objectives. Also, the General Plan update ensures that the Plan conforms with revised State of California general plan law.

### 3.4 Relationship to Zoning and Other Plans

Implementation of the proposed General Plan will require changes in the existing Baldwin Park Zoning Code and map. State law (Government Code Section 65860) requires consistency between the general plan and zoning. Because the zoning code will be used to implement the General Plan, the code must reflect the types and intensities of land use allowed under the General Plan. The process of obtaining consistency is relatively uncomplicated for Baldwin Park because the General Plan land use classifications directly parallel the zoning land use categories. For example, every parcel designated as "R-1" in the current zoning code is classified as "Single-Family Residential" in the existing General Plan.

State law also demands that other land use plans, such as redevelopment area plans, be consistent with the General Plan. None of the City's redevelopment area plans will have to be altered to maintain consistency. In fact, changes to the City's land use policy have been made in accord with existing redevelopment area plans in order to prepare for expected future land uses.

## **Uses of the EIR**

This EIR will be used by the City of Baldwin Park to provide the information necessary for comprehensive and informed environmental review of discretionary actions related to the adoption and implementation of the General Plan. The EIR can be used for reviewing the following discretionary actions:

- 1. General Plan Adoption:** Both the City Planning Commission and the City Council will hold public hearings and will review the General Plan prior to adoption of a resolution approving the Plan; and
- 2. Subsequent Environmental Review:** The EIR can serve as the information base for subsequent environmental review of specific projects. The impacts of future proposals can be assessed using this EIR as a source of specific and citywide data.



## 4.0 ENVIRONMENTAL IMPACT ANALYSIS

This section of the EIR is concerned with identifying the impacts anticipated from implementation of the General Plan. Impacts are expected primarily from the long-term implementation of land use policy described in the Land Use Element. Therefore, the analysis focuses on impacts related to the redesignation and reduction in land uses in specific areas of the city.

The CEQA Guidelines state that when a proposed project (the General Plan) is compared with an adopted plan (existing zoning and General Plan land use designations), the EIR shall examine existing physical conditions as well as the potential future conditions proposed by the plan (Section 15125c). Therefore, wherever possible, this section of the EIR analyzes the impacts of the following: 1) existing land use; 2) buildout in accord with the existing General Plan; and 3) buildout in conformance with proposed General Plan land use policy.

The anticipated impacts were identified by City staff and the General Plan project consultant. Each impact is discussed individually in Sections 4.1.A through 4.1.O. Each subsection presents description and analysis in the following manner:

**Environmental Setting:** A discussion of existing conditions, facilities, services, and environment in the vicinity of the project site;

**Environmental Impacts:** An identification and evaluation of impacts in qualitative and quantitative terms; and

**Mitigation Measures:** A discussion of the measures proposed by the City or project consultants to be included in the project to minimize adverse environmental effects.

The initial study prepared for this project identified 15 areas of potential environmental impact. These areas include:

- °Land Use;
- °Air Quality
- °Housing;
- °Earth;
- °Water;
- °Noise;
- °Light and Glare;

- Natural Resources;
- Risk of Upset;
- Population;
- Circulation;
- Public Services;
- Energy;
- Utilities;
- Cultural Resources.

## 4.1 Potential Environmental Effects

### A. Land Use

#### Environmental Setting

Baldwin Park is virtually built out. New development results from infill commercial and housing projects and from redevelopment activity. A comprehensive discussion of existing land use in Baldwin Park is provided in the Land Use Element Technical Report and the Issues Identification (Section 1.2) of the Land Use Element.

#### Environmental Impacts

The Land Use Element and the Land Use Policy map propose land use changes that will affect all issue areas discussed in this EIR. Table EIR-3 in the Project Description compares existing General Plan and proposed General Plan acreages. The numbers presented in the table are used throughout this EIR as the basis for assessing impacts related to acreages of comparable land uses.

Implementation of the General Plan land use policy will result in lower density new residential development citywide throughout the life of the General Plan. Also, some areas have been identified for a change in land use. Figure A-1 indicates where land use changes are proposed in specific areas of the city. In no case has a residential property been redesignated for a higher density residential use. Over 90 percent of the properties subject to redesignation are already developed. However, some of these properties are developed at less than allowable densities, while others will be legal, non-conforming uses. Land use changes will result only if owners choose to redevelop the properties. General Plan land use designations and zoning classifications cannot be implemented retroactively.

Reductions in density for new residential development will be noticeable citywide because allowable densities have been categorically reduced. One of the effects of these lower densities and residential redesignations will be a return to a low-density neighborhood atmosphere that Baldwin Park residents overwhelmingly support, as evidenced by questionnaire responses and public forum comments. Commercial redesignations reflect current land uses or existing development proposals. The overall land use impacts of the proposed General Plan are considered less than those resulting from buildup of the 1979 General Plan. However, overall land use impacts are considered adverse because they represent increased development over existing conditions.



North  0 scale in feet 1800

SOURCE: CBA and the City of Baldwin Park

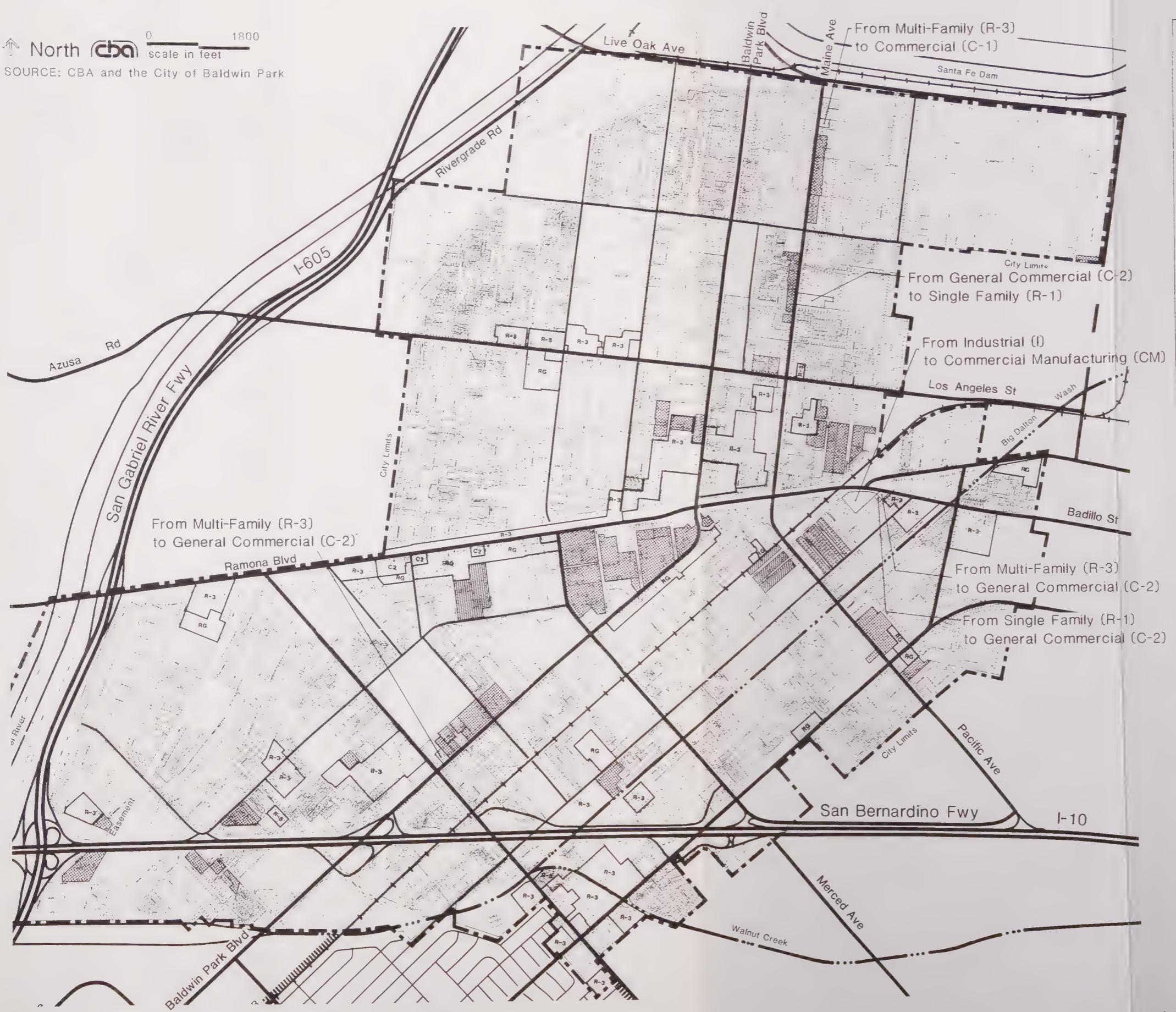


Figure A-1  
Land Use Plan  
Changes

1/18/89

**BALDWIN**  
**PARK**  
General  
Plan  
Program



**Mitigation  
Measures**

Land use and housing policy will serve to minimize land use impacts, devise a logical pattern and pace of land use development, and retain the existing residential character of Baldwin Park. Specific measures in the General Plan elements include:

Land Use Element: All goals and policies

Housing Element: Goal 1.2, Goal 1.3, Goal 1.4, Policy 2.1, Policy 2.2, Policy 2.3, Policy 2.4

## B. Air Quality

### Environmental Setting

Existing air quality conditions are discussed in the Conservation and Open Space Element Technical Report under Natural Resources.

The South Coast Air Quality Management District (SCAQMD) has established suggested threshold criteria for five major pollutants in the South Coast Air Basin: carbon monoxide (CO), hydrocarbons (HC), oxides of nitrogen (NOx), sulfur oxides (SOx), and particulates. The threshold levels can be used to assess the air quality impacts associated with a particular project. If a project will result in pollutant levels exceeding the recommended thresholds, air quality impacts can be considered significant. Because the thresholds represent only recommended levels, the Lead Agency for a project (in most cases, the City) may choose to establish its own criteria, if they are justifiable. The SCAQMD suggested threshold levels in pounds of pollutant per day are:

* CO	550
* HC	75
* NOx	100
* SOx	150
* Particulates	150.

### Environmental Impacts

Adoption of the land use policies contained in the Land Use Element will not immediately affect air quality in Baldwin Park and the surrounding region. Over time, however, specific new developments will contribute to existing pollution. Emissions will come from two primary sources: mobile sources (resulting from additional vehicles) and stationary sources (resulting from electrical and gas power plants as well as industrial plants).

Quantitative analysis of potential long-term air quality impacts is difficult given the wide range and timing of possible development scenarios under the General Plan. However, trip generation by motor vehicles has been calculated for existing conditions, buildout under the 1979 General Plan, and buildout under the proposed General Plan; this information is displayed in the Circulation Element Technical Report. Table B-1 is a replication of a table from that technical report.

**TABLE B-1**  
**TRIP GENERATION**  
**CURRENTLY BUILT VS. GENERAL PLAN**

<u>LAND USE</u>	<u>CURRENTLY BUILT 1988 /DAILY TRIPS</u>	<u>BUILDOUT UNDER 1979 GENERAL PLAN /DAILY TRIPS</u>	<u>BUILDOUT UNDER UPDATED GENERAL P /DAILY TRIPS</u>
Single-Family Residence	11,652/116,500 Units	11,372/113,700 Units	11,581/115,800 Units
Multi-Family Residence	4,418/35,300 Units	7,690/61,500 Units	5,743/45,900 Units
Mobile Homes	435/2,200 Units	435/2,200 Units	435/2,200 Units
Neighborhood Commercial	25/10,000 Acres	35/14,000 Acres	41/16,400 Acres
General Commercial	202/101,000 Acres	289/144,500 Acres	352/176,000 Acres
Central Business District	48/23,700 Acres	68/33,500 Acres	*
Office Industrial	21/2,100 Acres	30/3,000 Acres	30/3,000 Acres
Industrial/ Commercial	59/11,800 Acres	84/16,800 Acres	84/16,800 Acres
Commercial Manufacturing	37/7,400 Acres	53/10,600 Acres	57/11,400 Acres
General Manufacturing	286/17,200 Acres	409/24,500 Acres	405/24,300 Acres
TOTAL DAILY TRIPS	327,200	424,300	411,800
ADDITIONAL DAILY TRIPS		+97,100	+84,600

\* The "Central Business District" General Plan classification is proposed to be redesignated to coincide with its zoning categories, which are "General Commercial" (63 acres) and "Neighborhood Commercial" (5 acres).

Source: Weston Pringle & Associates

The base year for the accompanying data is 2000, chosen as a theoretical buildout year for the proposed General Plan. To maintain valid comparisons between the data, the current traffic figures utilize the year-2000 pollutant factors; therefore, current conditions can be considered a base, "no-project" scenario. Assuming a 10-mile average trip and the variables listed in Table B-2, the resulting pollutant levels for the three above scenarios are listed in Table B-3. The increase in vehicle trips alone, from 327,200 currently to 411,800 under the proposed General Plan, will result in enough air pollution to be considered a significant environmental impact. The SCAQMD recommended thresholds are exceeded for all pollutants. Improvements to vehicle exhaust systems over time may reduce the anticipated emission levels and long-term impacts, but not enough to reduce air pollution to levels considered less than significant.

When analyzing the entire City of Baldwin Park as the EIR "project," the air pollution results should come as no surprise. Since this environmental analysis, however, is for the City's General Plan, the entire city must be considered as the project site.

#### Mitigation Measures

The goals and policies contained in the Circulation Element and the Conservation and Open Space Element will serve to reduce air quality impacts. These measures include the support of mass transit, pedestrian- and bicycle-oriented planning, and traffic signal improvements. Relevant goals and policies from the elements include:

Conservation and Open Space Element: Policy 2.1, Policy 2.7

Circulation Element: Goal 1.1, Policy 2.1, Policy 2.2, Policy 2.3, Policy 2.4

**TABLE B-2**  
**VEHICLE EMISSION FACTORS**

CALIFORNIA COMPOSITE MOVING EXHAUST EMISSION RATES  
CALENDAR YEAR 2000  
Emissions in Grams per Mile

Speed	Miles	% of -----				
		CO	THC	NMHC	NOx	SOx
IDLE	3%	1.89	0.17	0.15	0.04	-
5	1%	45.66	4.83	4.14	1.63	0.24
10	1%	24.78	2.66	2.29	1.39	0.24
15	2%	17.91	1.89	1.63	1.31	0.24
20	3%	14.54	1.51	1.30	1.31	0.24
25	10%	12.20	1.25	1.07	1.35	0.24
30	15%	10.31	1.04	0.90	1.41	0.24
35	30%	8.89	0.89	0.77	1.48	0.24
40	25%	7.99	0.79	0.68	1.55	0.24
45	10%	7.58	0.73	0.63	1.64	0.24
50	0%	7.46	0.70	0.60	1.79	0.24
55	0%	7.04	0.66	0.57	2.05	0.24
60	0%	5.60	0.55	0.47	2.49	0.24
Weighted Average	100	9.74	0.98	0.85	1.44	0.23
Crankcase Blowby:		0.000	0.000			
Diurnal Emissions:						
(Grams/day)		1.17		1.17		
(Grams/mile)		0.05		0.05		
Hot Soak:						
(Grams/soak)		0.67		0.67		
(Grams/mile)		0.10		0.10		
TOTAL	9.74	1.13	0.99	1.44	0.23	0.31

Assumptions: Ambient temperature 75 degrees fahrenheit.	Vehicle mix percentage of total:
Operation percentage:	
Cold Start: 21%	Light duty auto: 77.4%
Hot Start: 27%	Light duty truck: 10.6%
Hot Stabilized: 52%	Medium duty truck: 5.5%
	Heavy duty gas truck: 2.0%
	Heavy duty diesel truck: 3.8%
	Motorcycle: 0.9%

Source: South Coast Air Quality Management District, "Air Quality Handbook for Environmental Impact Reports," December 1983. Based on California Air Resources Board EMFAC6D Rates.

**TABLE B-3**  
**DAILY MOBILE SOURCE AIR POLLUTION**

	Current	1979 Plan Buildout	Proposed Plan Buildout	Proposed minus Current
Daily Vehicle Trips	327,200	424,300	411,800	84,600
Pollutant (Pounds):				
CO	70,200	91,030	88,350	18,150
HC (THC + NMHC)	15,280	19,810	19,230	3,950
NOx	10,380	13,460	13,060	2,680
SOx	1,660	2,150	2,090	430
Particulates	2,230	2,900	2,810	580

Source: Weston Pringle & Associates;  
 South Coast Air Quality Management District

## C. Housing

<b>Environmental Setting</b>	The Housing Element Technical Report and the Housing Element provide comprehensive discussions of Baldwin Park's housing stock, needs, and programs.
<b>Environmental Impacts</b>	Implementation of the General Plan Land Use Element and Housing Element may lead to an increase of 1,254 dwelling units in Baldwin Park. Because the city is now almost completely developed, much of this growth will result from redevelopment activity and the gradual replacement of existing single-family houses in multi-family designated areas. The proposed General Plan, however, has reduced residential densities citywide and has redesignated several specific areas for less intense residential development, as outlined in Figure A-1 in the Land Use section of this EIR. No residential properties have been redesignated for more intense residential development. Compared to the 1979 General Plan buildout, the proposed General Plan will reduce the allowable number of new dwelling units by almost 60 percent. Table C-1 outlines citywide buildout potential under the existing and proposed General Plans.
<b>Mitigation Measures</b>	Housing policy calls for many of the new dwelling units to be provided for low and moderate-income households. The Housing Element establishes five-year goals for assisting these households and other identified special-needs groups with several available housing programs. The goals set forth in the element meet or exceed identified housing needs. The goals and policies of the Housing Element are expected to benefit the community.

**TABLE C-1**  
**BALDWIN PARK BUILDOUT POTENTIAL**

<u>Dwelling Type</u>	<u>Currently Built in 1988</u>	<u>Buildout Under Existing Plan</u>	<u>Buildout Under Updated Plan</u>
Single-Family Houses	11,652	11,372 (-2%)	11,581 (-1%)
Multi-Family Units	4,418	7,690 (+74%)	5,743 (+30%)
Mobile Homes	435	435	435
<b>TOTALS</b>	<b>16,505</b>	<b>19,498 (+18%)</b>	<b>17,759 (+8%)</b>

(Numbers in parentheses are the percent of change over current conditions.)

Source: Cotton/Beland/Associates parcel-by-parcel analysis and California Department of Finance single-family housing estimate.

Revised August 12, 1988

## D. Earth

### Environmental Setting

Areas of concern under the proposed General Plan include changes to or removal of soil, increases in soil erosion, and exposure of people to geologic hazards. These issues are described throughout the Public Safety Element and Technical Report. Because Baldwin Park is an urban environment dominated by buildings and pavement, soil erosion is not a major problem. However, the relative density of the urban environment exposes thousands of people to geologic hazards, which, in the case of Baldwin Park, are focused on earthquakes.

### Environmental Impacts

New construction and development under the proposed General Plan will displace and overcover soil. Due to the extensive hardscape and flatness of Baldwin Park's surface, this is not expected to be a significant impact on the condition or erosion of the soil. The General Plan does not envision any skyscrapers or underground parking in the city, so extensive grading will not be necessary. Individual project plans will be inspected by the appropriate City departments to ensure that grading and construction plans will not produce significant environmental impacts.

Earthquake hazards are unavoidable in Southern California. Because the General Plan could result in more people residing in Baldwin Park, and therefore more people exposed to earthquake hazards, these impacts are considered adverse. Implementation of the goals and policies listed below will ensure that the impacts are minimized and remain at a less than significant level.

### Mitigation Measures

The following goals and policies from the proposed General Plan can reduce the impacts on soil, erosion, and the exposure of people to geologic hazards.

Public Safety Element: All goals and policies

Conservation and Open Space Element: Policy 2.2

## E. Water

### Environmental Setting

A comprehensive discussion of water as it relates to natural drainage and flooding is contained in the Public Safety Element Technical Report. Groundwater for consumption is discussed in the Conservation and Open Space Element Technical Report.

### Environmental Impacts

Baldwin Park is rated by the National Flood Insurance Program as having "little chance of flooding" (Area C). Some minor storm drain back-ups occur, however, during major storms; these areas are identified in the Public Safety Element Technical Report. Development under the proposed General Plan may result in changes in absorption rates, drainage patterns, or surface runoff. The specific impacts cannot be determined at this time because individual future projects will have to be analyzed. If individual projects are investigated for drainage impacts (for example, through hydrology studies), such impacts can be considered less than significant.

Although Baldwin Park is not currently subject to significant drainage problems, future development should not be exempt from addressing such potential impacts.

A remote potential for flooding is present in the northeast corner of the city, as identified in Figure PS-1 (Potential Hazards) in the Public Safety Element Technical Report. Because the General Plan does not propose an increase in residential density for the potential inundation area, flooding impacts resulting from the proposed General Plan are considered less than significant. Such impacts, however, are considered adverse because the number of employees in the northeast section may increase as the city improves industrial operations in the area. If this occurs, more people will be exposed to the remote possibility of a flood.

### Mitigation Measures

Potential storm water drainage impacts can be mitigated through development fees, as outlined in the Municipal Revenue/Fiscal Impact Element Policy 2.8. Relevant goals and policies include:

Land Use Element: Goal 1.2

Public Safety Element: Goal 1.1, Policy 2.1, Policy 2.4

Municipal Revenue/Fiscal Impact Element: Policy 2.8

## F. Noise

Environmental Setting	The existing noise environment in Baldwin Park is described in the Noise Element Technical Report. Motor vehicle traffic, especially on the freeways, constitutes the primary source of ambient noise in the city.
Environmental Impacts	Implementation of land use policies under the proposed General Plan will not lead to a noticeable difference in Baldwin Park's ambient noise environment. Anticipated long-term increases in traffic volumes on major roadways will result in minor increases in decibal levels along major roadways; however, the human ear cannot notice the difference. Any increase less than three decibals is imperceptible to the vast majority of human ears. Therefore, noise impacts associated with the General Plan are considered less than significant.
Mitigation Measures	Because increased population is expected, more people will be exposed to the city's ambient noise levels, but it cannot be predicted if these new residents' previous environments were any quieter than Baldwin Park. State law requires that all multi-family units be insulated and soundproofed to achieve interior noise levels of 45dB. Section 1092, Title 25 of the Administrative Code requires insulation in new multi-family dwellings constructed within 60dB noise-exposure contours. By implementing these requirements, noise impacts on residences can be reduced to less than significant levels. The Noise Element and Technical Report contain measures which can achieve acceptable noise levels.  Implementation of the Noise Element, Land Use Element, and Housing Element will reduce noise impacts. Relevant goals and policies include:  Noise Element: All goals and policies  Land Use Element: Policy 2.2, Policy 2.3  Housing Element: Goal 1.3, Policy 2.1

## G. Light and Glare

### Environmental Setting

Land uses throughout Baldwin Park do not produce an unusual amount of light and glare. Street lights and exterior building lights installed for security purposes are the primary source of outdoor lighting.

Baldwin Park does not contain any skyscrapers or high-rise buildings. The city's tallest structures are some central business district commercial stores and City Hall, which top off at approximately 50 feet. The majority of commercial and industrial buildings are constructed of concrete and brick, which do not produce irritating glare effects.

### Environmental Impacts

Because detailed specifications for potential new developments under the General Plan are unknown at this time, future light and glare impacts cannot be comprehensively assessed. However, potential light and glare effects will be analyzed for individual projects. Measures will be taken to help ensure that such impacts remain at a less than significant level. Therefore, significant light and glare effects are not anticipated.

In particular, open space and land use policy calls for improved and expanded recreational facilities, including Morgan Park. Any nighttime lighting for sports facilities, such as ballfields and tennis courts, will be analyzed for light and glare impacts before and after installation.

### Mitigation Measures

The City's environmental review process--including plan review and plan check--will facilitate future analysis of light and glare impacts of individual projects. Industrial and commercial uses adjacent to residential units will be required to direct outdoor lighting away from residences. Relevant General Plan goals and policies include:

Land Use Element: Goal 1.4, Goal 1.6, Policy 2.1, Policy 2.2, Policy 2.3

## H. Natural Resources

<b>Environmental Setting</b>	A description of Baldwin Park's natural resources is provided in the Conservation and Open Space Element (Section 1.2) and Technical Report (Section 2.2). Natural resources are limited because Baldwin Park is a highly urbanized city. It does not contain any forests, bodies of water, agricultural land, or substantial mineral deposits.
<b>Environmental Impacts</b>	Long-range implementation of land use policy may lead to the further degradation of air quality, both locally and regionally. Air quality impacts are discussed in their own section of this EIR, Section B.
	As development occurs in accord with proposed land use policy, nonrenewable energy, water, and material resources will be consumed through both construction activities and long-range use. From a regional and statewide perspective, the consumption levels will be less than significant. However, any increased use of nonrenewable resources is considered an adverse environmental impact.
<b>Mitigation Measures</b>	Open space resources will not be adversely affected by the proposed General Plan. Land use and open space policies are intended to maintain and improve existing open space in Baldwin Park. Morgan Park will be expanded, and underutilized areas, such as utility rights-of-way, have been identified for passive and active recreational uses. Plans for the city's open space are discussed in the Conservation and Open Space Element.  The Conservation and Open Space Element contains goals and policies that address natural resources. Relevant measures intended to reduce the adverse impacts include:  Conservation and Open Space Element: Goal 1.0, Policy 2.2, Policy 2.3, Policy 2.6, Policy 2.8, Policy 2.9, Policy 2.10

## I. Risk of Upset

Environmental Setting	Any risk of upset in Baldwin Park refers to the potential danger of an explosion or release of hazardous substances in the event of an accident. Risk of upset is discussed in the "Hazardous Materials and Substances" section of the Public Safety Element Technical Report. The primary potential for any accident is focused on the transport of hazardous materials on the freeways and streets, and the generation of them in local commercial and industrial operations.
Environmental Impacts	The implementation of the proposed General Plan may incrementally increase the risk of upset because future industrial and commercial growth, some of which is currently under construction, may increase the amount of hazardous substances transported and generated in the city. This growth, however, will be the result of continued development of vacant land already designated for such uses. The proposed General Plan does not designate any new areas for more intense commercial or industrial development.
Mitigation Measures	The goals and policies proposed under the General Plan, especially in the Public Safety Element, will minimize risk of upset impacts. Because such hazards would be the result of accidents, environmental impacts would have to be considered adverse as long as the possibility of an accident exists.  The vital mitigation measures concerning risk of upset are the continued updated state of the Baldwin Park Emergency Preparedness Plan and the continued Environmental Protection Agency (EPA) monitoring of toxic and hazardous waste generators. Goals and policies relevant to risk of upset include:  Public Safety Element: Goal 1.1, Policy 2.1, Policy 2.4, Policy 2.5  Land Use Element: Policy 2.3

## J. Population

### Environmental Setting

The Housing Element Technical Report and the Housing Element provide a thorough discussion of demographic characteristics and trends in Baldwin Park. In particular, Section 4.2 of the technical report describes demographics.

The Southern California Association of Governments (SCAG) has prepared preliminary regional population estimates. SCAG estimates that Baldwin Park's population will increase to 92,821 by the year 2010. With a current estimated population of 62,000, this expected increase of over 30,000 residents in the next 20 years is substantial. This significant estimated increase cannot be accommodated within the lifespan of the proposed General Plan. In fact, such a substantial rise in population is contrary to the goals and policies of the proposed General Plan.

### Environmental Impacts

Implementation of the Land Use and Housing elements could result in an approximate 10 percent increase in Baldwin Park's population at General Plan buildout. The city's current population is estimated at 62,200 by the California Department of Finance. If all residential areas were developed to capacity, as determined by a parcel-specific analysis of development potential, the population would increase to 68,727. The average household size used for the calculation is 3.87, as estimated by the California Department of Finance.

Buildout potential for Baldwin Park was examined on a very specific level. Parcel maps for the entire city were examined parcel-by-parcel to determine how many units could be situated on any particular piece of property, considering the proposed General Plan residential land use densities. This method is much more accurate than a buildout calculation based on residential acreage, which utilizes only estimates of land utilization. The parcel-specific analysis undertaken for Baldwin Park investigated each property individually, with attention paid to its shape, size, location, and existing structures. For example, existing apartment complexes of recent construction were retained in the buildout calculations; it is highly unlikely that such structures will be demolished and replaced during the life of the proposed General Plan.

A complete discussion of population projections for each residential designation under the proposed General Plan is provided in Section 2.3 of the Housing Element.

The rate of population growth will be tied to two factors: 1) increases in the average household size; and 2) construction of new units. In recent years, Baldwin Park's population has increased dramatically for both of these reasons, from 50,554 in 1980 to 62,200 in 1987. In this same time period, the average household size increased from 3.58 to 3.87, and 2,206 net housing units were added to the city. Part of the increase in average household size can be attributed to illegal garage conversions and room additions accommodating extended-family members. Housing and land use policy calls for the City to diligently enforce the building and safety code. Therefore, illegal units should decrease over time.

The anticipated increase in population is not considered significant since it will be a 10 percent increase occurring over a relatively extended period of time. Also, actual growth should be somewhat less than indicated because the above calculation assume total city buildout. In a regional sense, however, the increase can be considered an adverse impact since more people can be expected to result in more congestion, more traffic, and more air pollution from the subsequent increase in motor vehicles.

#### Mitigation Measures

Some of the new residential development in Baldwin Park has resulted from implementation of redevelopment projects, such as the Park Shadows complex near the Central Business District and the West Ramona complex along the abandoned railroad right-of-way. The Redevelopment Agency consolidates lots to achieve suitably sized parcels for redevelopment. By limiting its own activity, therefore, the City can effectively manage growth. Also, the application of the City's development standards to new projects can help limit citywide population growth by prohibiting overly dense residential development.

As mentioned above, the continued application of a strong code enforcement program will reduce the number of illegal units, which contribute to large household sizes.

Relevant goals and policies in the proposed General Plan include:

Land Use Element: Goal 1.0, Goal 1.1, Goal 1.2,  
Policy 2.1, Policy 2.2

Housing Element: Goal 1.1, Goal 1.2, Goal 1.4

## K. Circulation

### Environmental Setting

The Circulation Element Technical Report and Circulation Element describe the existing transportation and roadway system in Baldwin Park. Problem areas and opportunities for improvements are also identified.

### Environmental Impacts

Implementation of land use policy could result in an additional 84,600 vehicle trips per day on Baldwin Park roads at General Plan buildout. Much of the increase would result from the development of land designated for commercial and manufacturing uses.

Weston Pringle & Associates, Traffic and Transportation Engineers, prepared a traffic study based on proposed land use policy. Its results are included in the Circulation Element and Technical Report. The traffic consultant predicted future traffic volumes using standard trip-generation factors (Table CE-1 in the element). New traffic was assigned to area roadways as shown in Figure CE-1 in the element. This information was then used to determine which roadways would be adversely affected by the increased traffic.

Combining the existing street classification system (Technical report Figure C-1), daily traffic capacity for each type of street (Element Table CE-5), and the above-mentioned daily volumes under the proposed General Plan (Element Figure CE-1), all of the identified streets would be operating at acceptable levels of service (LOS) under the General Plan. Therefore, impacts are considered less than significant. However, because traffic on local roadways will increase, circulation impacts resulting from the proposed Plan are considered adverse.

Existing circulation problems--for example, freeway access confusion, directional confusion, on-street parking, and access to landlocked parcels--can be reduced through the implementation of mitigation measures described in the Circulation Element.

### Mitigation Measures

All of the goals and policies contained in the Circulation Element, as well as the Special Concerns and Standards in the element, can serve as mitigation measures for circulation impacts expected from the proposed General Plan.

## L. Public Services

Environmental Setting	The Public Services and Facilities Element and Technical Report describe those benefits which are available to all Baldwin Park residents who may want or need them. These include public schools, library services, and police and fire services. Also included are open space and recreation resources, which are described in the Conservation and Open Space Element and Technical Report.
Environmental Impacts	Slight increases in Baldwin Park's population due to implementation of land use policy will increase demand for public services. For one, the public library is operated by Los Angeles County. Since increased use can be anticipated, library impacts are considered adverse; because the County maintains the library and updates the facilities accordingly, impacts are considered less than significant.  New residential construction is expected to attract more families and, therefore, more school children. With anticipated population growth, the faculty-student ratio in the Baldwin Park Unified School District will increase from 1:20 to 1:22, if no teachers are added to the school system. This is considered an adverse but less than significant impact. To maintain the current faculty-student ratio, 55 additional certified teachers and an appropriate expansion of school facilities would be needed at buildout of the proposed General Plan. This data assumes that the expected eight percent rise in population under the General Plan will result in an eight percent increase in student population. If the percent of households without children increases in Baldwin Park, student population may not rise proportionately with the overall population of the city.
	New residential, commercial, and light industrial development will not create a significant increased demand for police and fire services (References B-1 and B-2). The Los Angeles County Fire Department provides service from Station No. 29 on Los Angeles Street, with help from County stations in Irwindale and Industry and from the San Gabriel Valley Fire Authorities West Covina operations. There are no plans to increase the administrative or firefighting staff at this time (Reference B-2). No significant impact on police and fire services is expected from implementation of the proposed General Plan. Because the city's population is expected to increase, however, police and fire impacts are considered adverse.

Open space and recreational resources in Baldwin Park are limited to existing parks, school grounds, utility rights-of-way, and water channel areas. If these areas are upgraded and fully utilized as proposed in the General Plan goals and policies, implementation of the Plan will have positive effects on the city.

**Mitigation  
Measures**

Measures intended to reduce adverse impacts on public services are discussed in several General Plan elements. Relevant goals and policies include:

Land Use Element: Goal 1.2, Policy 2.2

Housing Element: Goal 1.4

Public Services and Facilities Element: All goals and policies

Municipal Revenue/Fiscal Impact Element: Policy 2.8

Conservation and Open Space Element: Goal 1.0, Policy 2.3, Policy 2.5, Policy 2.6, Policy 2.7, Policy 2.8, Policy 2.9, Policy 2.10

## M. Energy

Environmental Setting	Energy is a regional concern considered within the context of Baldwin Park and its proposed General Plan. As discussed in Section N of this EIR, utilities are operating at adequate levels throughout the city. As Baldwin Park and the entire Los Angeles area continue to grow in both population and building area, energy consumption continually increases. Alternative sources of energy--such as solar power and nuclear fission--are still only in relatively minor use in the Los Angeles area.
Environmental Impacts	If the region continues its rapid growth, the implementation of the Baldwin Park General Plan could contribute to a substantial increase in demand upon existing sources, or the need for new sources, of energy. The increased demand in Baldwin Park, though, would be a small proportion of regional growth and would not represent a significantly different amount of energy use compared to other cities in the region. The impact of the General Plan on regional energy sources is not expected to be significant. However, all unnecessary and wasteful energy use is considered an adverse impact. Mitigation measures listed below will reduce energy consumption throughout the life of the General Plan.
Mitigation Measures	The following measures will reduce energy impacts of new development and are recommended as conditions of approval for the General Plan: <ol style="list-style-type: none"><li>1. All construction will comply with California Energy Commission Standards for energy-conserving construction techniques and will be subject to inspection by the Baldwin Park Community Services Department; and</li><li>2. All internal building systems and appliances will be energy-efficient models subject to the approval of the Baldwin Park Community Services Department.</li></ol> The following goals and policies in the proposed General Plan are expected to reduce energy consumption, including motor fuel use: <p>Land Use Element: Goal 1.2</p> <p>Municipal Revenue/Fiscal Impact Element: Goal 1.2, Policy 2.1, Policy 2.3, Policy 2.4</p> <p>Conservation and Open Space Element: Policy 2.1</p> <p>Circulation Element: Policy 2.1, Policy 2.2, Policy 2.3</p>

## N. Utilities

Environmental Setting	Baldwin Park's water system is described in the Conservation and Open Space Element Technical Report. The sewer system is discussed in the Public Services and Facilities Element Technical Report. Storm water drainage and flooding potential are detailed in the Public Safety Element (Section 1.2) and Technical Report. Other utilities are listed below.										
	<table><thead><tr><th><u>Utility</u></th><th><u>Provider</u></th></tr></thead><tbody><tr><td>Electricity</td><td>Southern California Edison Company</td></tr><tr><td>Natural Gas</td><td>Southern California Gas Company</td></tr><tr><td>Telephone</td><td>General Telephone Company</td></tr><tr><td>Solid Waste Disposal</td><td>Webster's Refuse Disposal</td></tr></tbody></table>	<u>Utility</u>	<u>Provider</u>	Electricity	Southern California Edison Company	Natural Gas	Southern California Gas Company	Telephone	General Telephone Company	Solid Waste Disposal	Webster's Refuse Disposal
<u>Utility</u>	<u>Provider</u>										
Electricity	Southern California Edison Company										
Natural Gas	Southern California Gas Company										
Telephone	General Telephone Company										
Solid Waste Disposal	Webster's Refuse Disposal										
	The gas and telephone companies have local offices. The gas company's is at 4209 N. Maine Avenue, and the telephone company's is at 298 Fashion Plaza in West Covina. Webster's Refuse Disposal is based near the city's northern border at 13940 E. Live Oak Avenue, although there are no landfills in Baldwin Park.										
Environmental Impacts	Implementation of land use policy under the proposed General Plan is expected to result in incremental demand increases for utilities. Electric power and natural gas consumption may rise as new residential development occurs. Any increase in energy consumption can be considered adverse since the result is a depletion of energy sources and continued air pollution. However, in a regional context, the amount of energy consumed by Baldwin Park will less than significant.										
	As for sewer systems, authorities at the Los Angeles County Sanitation District (LACSD) No. 15, which serves Baldwin Park, consider the trunk system and treatment facilities adequate; no problem areas are apparent in the city, and none are foreseen. The Los Angeles County Department of Public Works, Sewer Maintenance Division, and the Baldwin Park Engineering Division consider the sewer line system adequate to handle foreseeable future development. Therefore, impacts upon the sewer systems are considered neither adverse nor significant.										
	For all utilities, providers will be made aware of Baldwin Park's long-range growth plans through the publication of the General Plan. They can plan expansions or upgradings of facilities based on the regional growth projections for their service areas. The										

overall reductions in allowable densities, and redesignations of residential areas to less intense uses, should reduce whatever potential regional impacts the utility providers plan for.

**Mitigation  
Measures**

The following goals and policies can serve as mitigation measures for utility impacts:

Land Use Element: Goal 1.2

Housing Element: Policy 2.2, Policy 2.3

Public Services and Facilities Element: Goal 1.1

Municipal Revenue/Fiscal Impact Element: Policy 2.8

## 0. Cultural Resources

### Environmental Setting

A description of historical resources in Baldwin Park is included in the Public Services and Facilities Element Technical Report. This information was gathered from staff members at the Baldwin Park Historical Society, which operates a museum in the old Chamber of Commerce. An extensive collection of artifacts and documents is stored there.

### Environmental Impacts

Implementation of the proposed General Plan will not adversely affect historical resources in Baldwin Park. The Plan does not include any specific actions which would endanger historical buildings in the city. In the Issues Identification (Section 1.2) and Proposals (Section 2.0) of the Public Services and Facilities Element, the identification and preservation of Baldwin Park's historical resources are discussed. The implementation of these proposals will help prevent adverse or significant effects upon such resources on a case-by-case basis as development is proposed over time.

Baldwin Park is an urban environment whose soil has been disturbed over time through development. There is always the possibility, however, that archaeological remains may be discovered during excavation for any specific project. In such an event, the conditional measure listed below will mitigate the impact.

### Mitigation Measures

Potential impacts on cultural resources must be analyzed on a case-by-case basis. The proposals discussed in the Public Services and Facilities Element, Sections 1.2 and 2.0, will help identify and preserve historical resources. As for archaeological remains, the following conditional measure is recommended as a condition of approval for each project proposed under the General Plan:

1. If any archaeological remains are uncovered during excavation or construction, work in the affected area will be suspended. In such an event, a recognized specialist from an established institution (e.g., the UCLA Department of Archaeology) will be contacted to conduct a survey of the affected area. A preliminary determination will then be made by the City of Baldwin Park and the specialist as to the significance of the survey findings. This procedure will be a condition of approval for the proposed project. All actions under this measure will be in accord with Appendix K of the State CEQA Guidelines.

## **4.2 Unavoidable Significant Impacts That Cannot Be Reduced To Acceptable Levels**

The environmental impact analysis presented in Sections A through O concludes that implementation of the proposed Baldwin Park General Plan will result in significant impacts in one issue area: air quality. Air quality impacts cannot be reduced to acceptable, less than significant levels. The City must make a Statement of Overriding Considerations as prescribed by CEQA, Section 15903b, if the General Plan is to be adopted as proposed.

## **4.3 Adverse Environmental Effects**

The following environmental impacts under the proposed General Plan are considered adverse, but less than significant, because environmental effects will noticeably increase over existing conditions:

- Land Use: Although residential densities have been reduced in the proposed Plan compared with the existing Plan, new development will result in a higher overall city density over existing conditions.
- Earth: Because the proposed General Plan could result in more people residing in Baldwin Park, the exposure of more people to earthquake hazards is considered an inevitable adverse impact.
- Water: Because the General Plan may result in more people working within the city's flood inundation area, flooding impacts are considered adverse.
- Natural Resources: Although natural resource consumption under the Plan is considered less than significant from a regional perspective, any increased use of nonrenewable resources is considered adverse.
- Risk of Upset: Future industrial and commercial growth under the proposed General Plan may increase the amount of hazardous substances transported and generated in the city. Because environmental impacts would be the result of accidents, these impacts would have to be considered adverse as long as the possibility of an accident exists.
- Population: The anticipated population increase under the proposed Plan is considered adverse because more people can be expected to result in more congestion, more traffic, and more air pollution throughout the region.

- Circulation: New development under the General Plan will increase traffic on area roadways, although the impacts are considered less than significant when considering the handling capacity of the roadways. Related circulation problems, such as directional confusion, will be reduced if the goals and policies of the Circulation Element are implemented.
- Public Services: Implementation of the Plan will place greater demands on public services (fire and police protection, schools, and public maintenance), although a need for significant changes in these services is not foreseen.
- Utilities: Electrical power and natural gas consumption may rise as new development occurs under the Plan. Any increase in energy consumption can be considered adverse since the result is the depletion of energy sources and continued pollution.

#### **4.4 Neither Adverse Nor Significant Effects**

The environmental analysis undertaken for this EIR, including the initial study prepared for the proposed General Plan, concluded that implementation of the Plan would pose no adverse, significant impacts on the following environmental resources:

- Noise: Anticipated long-term increases in traffic volumes on major roadways will result in minor increases in decibel levels; however, the ordinary human ear cannot notice the difference. Therefore, noise impacts are considered less than adverse.
- Light and Glare: Potential light and glare impacts will be analyzed on a project-by-project basis. Mitigation measures will be taken to help ensure that such impacts remain at a minimal level. In some areas, increased lighting may provide more security.
- Energy: The increased demand for energy should be a small proportion of regional growth and should not represent a significantly different amount of energy use compared to other cities in the region. Wasteful energy use can be mitigated by conservation measures listed in the EIR, Section M.

- Plant and Animal Life: No rare or endangered plant or animal species is known to exist in Baldwin Park. The city is largely built-out, but the Conservation and Open Space Element recognizes the need to preserve and maintain existing plant and animal life.
- Human Health: Goals and policies throughout the General Plan emphasize the protection of all residents from the hazards associated with living in an urban environment such as Baldwin Park.
- Aesthetics: Density reductions and City review of proposed projects will help ensure that aesthetic impacts under the Plan will be minimized. Goals and policies under the Plan may actually improve the aesthetic environment, depending on the particulars of individual future projects.
- Recreation: Potential impacts on recreation under the proposed Plan will be mitigated by goals and policies contained throughout the elements, particularly the Conservation and Open Space Element.

## 5.0 ALTERNATIVES TO THE PROPOSED PLAN

During the course of the General Plan process, City staff and the Planning Commission considered several land use plan alternatives. Detailed, parcel-specific buildout calculations were undertaken for each suggested option. The alternatives involved variations in land use policy. The general direction of land use policy was agreed on early in the process, so alternatives were closely studied and refined until the proposed land use policy (the one presented in the proposed General Plan) accurately depicted the city's vision. Throughout the process, input from residents--especially from the questionnaire survey and the town forum meetings--guided the direction of the Plan.

Because the existing land use patterns in Baldwin Park are well-established, the General Plan does not propose sweeping changes in land use patterns. The land use redesignations are based on patterns of current use. For example, if an area designated for multi-family development in the 1979 General Plan contains mostly single-family houses today, then that area has most likely been redesignated Single-Family Residential under the proposed General Plan. Residential densities, however, have been significantly reduced citywide.

The alternatives discussed in this section cover the widest range of options that surfaced during the General Plan process. An informed decision concerning the proposed land use policy can be arrived at by analyzing the alternatives discussed here.

Comparative data for these alternatives are included in Table EIR-3 (Project Description), Figure A-1 (Land Use), Table B-1 (Air Quality), Table B-3 (Air Quality), and Table C-1 (Housing) of this EIR.

### Alternative A: No Project

For general plan EIRs, the definition of "no project" can be interpreted in two ways under CEQA. Retaining the existing General Plan and build-out potential is one interpretation. The other is to maintain existing, status quo conditions - thereby eliminating all development potential and the future issuance of any building permits. Both perspectives are discussed here. In order to avoid confusion, one option is labeled as the "no-project" alternative, and the other is referred to as the "status quo" alternative.

## 1. No Project

The no-project alternative assumes that Baldwin Park will develop to build-out under the 1979 General Plan, which will be in effect until a new General Plan is approved. The major difference between the 1979 Plan and the proposed Plan is the allowable density of residential development. Under the current Plan, Garden Multi-family (RG) property is permitted up to 17.4 dwellings units per acre; under the proposed Plan, this density is reduced to 12 units per acre. The current General Plan allows up to 30 units on an acre of Multi-family (R-3) land; the proposed Plan permits 20 units. If implemented, these two changes will significantly reduce environmental impacts throughout the city.

The no-project alternative has been analyzed where appropriate throughout this EIR because its goals and policies are currently in effect in Baldwin Park. Although the city is not completely built-out at the current time, the 1979 General Plan permits development at the densities noted above. Table EIR-3 in the Project Description shows that only the residential land use acres have changed substantially between the existing and the proposed General Plans.

These changes are outlined in Figure A-1 (Land Use). By combining citywide residential density reductions with redesignation of selected residential areas to less-intense residential uses, the proposed General Plan substantially reduces environmental impacts. The most notable reductions will be in land use, air quality, housing, population, and circulation.

Some of the results of the no-project alternative are shown in Table B-1 (Air Quality), Table B-3 (Air Quality), and Table C-1 (Housing). Under the 1979 General Plan, population in Baldwin Park could increase from the current 62,200 to about 75,450. Under the proposed Plan, population could increase to about 68,720. This potential population increase at build-out of the proposed Plan is less than one-half the potential increase under the existing Plan. In effect, implementation of the proposed General Plan can be considered one all-encompassing mitigation measure against the effects of the no-project alternative. Therefore, proposed land use policy is considered environmentally superior to existing policy (i.e., the no-project alternative).

The proposed General Plan is considered environmentally superior to the no-project alternative.

## **2. Status Quo**

Another interpretation of the no-project alternative is the status quo option, which would prohibit any new development except for the replacement of units. Maintaining a status quo as a project alternative would require the City of Baldwin Park to adopt a written policy eliminating the issuance of building permits for additional units, thereby effectively voiding its current General Plan. Such a policy would be in conflict with State statutes requiring general plans, especially housing elements which must include the local jurisdiction's plan for attempting to meet its share of the region's future housing needs.

The Environmental Setting sections of the EIR and the technical reports in the General Plan describe and analyze Baldwin Park's existing environment. Under the status quo alternative, the city's physical structure, services, and facilities would remain as they are now. This situation would, by definition, eliminate the potential for environmental impacts due to new development; however, it would also prevent Baldwin Park from preparing for its future.

Maintaining the status quo would not allow the City to plan and prepare for regional demographic and population changes. Baldwin Park's existing physical infrastructure and housing stock would have to accommodate regional trends which are beyond the City's control. Any increased City revenue from commercial development, including the public improvements it could fund, would be disallowed. By definition of the status quo, current sources of revenue could be used to maintain existing infrastructure and housing stock but not to improve them.

Because the status quo alternative would prevent the City of Baldwin Park from improving the health, safety, and welfare of its residents, the proposed General Plan is considered environmentally superior to the status quo alternative.

### **Alternative B: The Range of Other Alternatives Considered During the General Plan Process**

This alternative, which will be referred to as the "range alternative," actually includes several scenarios that were considered during the General Plan process. They have been grouped as one alternative because each scenario was based on a detailed investigation of the immediately preceding scenario. The grouping of these options suggests the process that City staff and the Planning Commission went through in order to select the desired alternative (i.e., the proposed General Plan).

The allowable densities for residential uses, as noted in the no-project alternative, remained fairly constant throughout the process. The variable most often focused on was the redesignation of specific residential areas to less-intense residential uses. For example, should an area be redesignated from Multi-family to Single-family, or from Multi-family to Garden Multi-family? Tables 5-1 through 5-3 show build-out potentials based on different versions of the Proposed Land Use Plan Changes map, whose current version is shown in Figure A-1 in the Land Use section of this EIR.

The most notable change is between Table 5-2 and Table 5-3 in the multi-family units potential, which in these tables includes both RG and R-3 units. About 530 potential units were added to account for redevelopment that will provide housing for low- and middle-income households. These tables are an example of the numerous options which must be considered, from one extreme to the other, before an alternative acceptable to most citizens can be selected. Some of the scenarios may not have met the needs of all income groups. Other options were so similar that a choice was made based on a single lot and its suitability for development.

The selected alternative attempts to balance the needs of all residents. The selected alternative, as presented in the proposed General Plan, will not completely satisfy every citizen of Baldwin Park. But it does attempt to improve conditions throughout the city so that environmental impacts will be minimized and every citizen will attain benefits not available under existing conditions.

The proposed General Plan is considered environmentally superior to the range alternative because it is expected to benefit the widest range of current and future Baldwin Park residents.

**TABLE 5-1**  
**BALDWIN PARK BUILDOUT POTENTIAL**

<u>Dwelling Type</u>	<u>Currently Built in 1988</u>	<u>Buildout Under Existing Plan</u>	<u>Buildout Under Updated Plan</u>
Single-Family Houses	11,652	11,373 (-2%)	11,629 (0%)
Multi-Family Units	4,418	7,690 (+74%)	5,219 (+18%)
Mobile Homes	435	435	435
TOTALS	16,505	19,498 (+18%)	17,283 (+5%)

(Numbers in parentheses are the percent of change over current conditions.)

Source: Cotton/Beland/Associates parcel-by-parcel analysis and California Department of Finance single-family housing estimate.

Revised July 11, 1988

**TABLE 5-2**  
**BALDWIN PARK BUILDOUT POTENTIAL**

<u>Dwelling Type</u>	<u>Currently Built in 1988</u>	<u>Buildout Under Existing Plan</u>	<u>Buildout Under Updated Plan</u>
Single-Family Houses	11,652	11,373 (-2%)	11,628 (0%)
Multi-Family Units	4,418	7,690 (+74%)	5,210 (+18%)
Mobile Homes	435	435	435
TOTALS	16,505	19,498 (+18%)	17,273 (+5%)

(Numbers in parentheses are the percent of change over current conditions.)

Source: Cotton/Beland/Associates parcel-by-parcel analysis and California Department of Finance single-family housing estimate.

Revised July 18, 1988

**TABLE 5-3**  
**BALDWIN PARK BUILDOUT POTENTIAL**

<u>Dwelling Type</u>	<u>Currently Built in 1988</u>	<u>Buildout Under Existing Plan</u>	<u>Buildout Under Updated Plan</u>
Single-Family Houses	11,652	11,373 (-2%)	11,556 (0%)
Multi-Family Units	4,418	7,690 (+74%)	5,743 (+30%)
Mobile Homes	435	435	435
TOTALS	16,505	19,498 (+18%)	17,734 (+7%)

(Numbers in parentheses are the percent of change over current conditions.)

Source: Cotton/Beland/Associates parcel-by-parcel analysis and California Department of Finance single-family housing estimate.

Revised July 26, 1988



## **6.0 ANALYSIS OF LONG-TERM AND CUMULATIVE EFFECTS**

### **6.1 Relationship Between Local Short-Term Uses and Maintenance and Enhancement of Long-Term Productivity**

As indicated throughout this EIR, the proposed project will be built-out over time, expected to be 10 to 20 years. All impacts are considered incremental and long-term rather than immediate. By identifying the potential environmental impacts early in the planning process, the City and other responsible government agencies can anticipate the impacts and take measures to reduce the impacts to acceptable levels.

The General Plan allows for reasonable growth in response to regional pressures for increased housing and business opportunities while, at the same time, controlling growth within the City's ability to provide necessary services and infrastructure.

### **6.2 Any Significant Irreversible Environmental Changes which would be Involved in the Proposed Action should it be Implemented**

As redevelopment occurs throughout Baldwin Park, building materials and energy resources will be irretrievably committed to long-term uses. Measures can be taken to conserve energy resources, and in some instances building materials can be recycled through redevelopment activity. In general, however, use of these resources will reduce long-term availability. The impact will not be significant in either a local, regional, or statewide sense because all construction activity involves the irretrievable commitment of resources. New resources are discovered to replace those found to be in short supply. However, the City should continue to work with developers to conserve resources.

### **6.3 Growth-Inducing Effects**

The Baldwin Park General Plan does not in itself induce growth, i.e., cause growth to occur. The Plan is designed to accommodate and control growth.

Implementation of the proposed General Plan will lead to an increase in the city's residential population and will lead to continued development and new types of growth

in the industrial and commercial sectors. Residential growth will increase the demand for City services. However, growth through development should augment the City's tax base and should provide adequate funds to finance necessary service increases.

The environmental effects related to individual projects will need to be assessed when such projects are proposed. The City will impose conditions designed to reduce environmental effects. Regular updating of the General Plan and the General Plan EIR will assist in the early identification of necessary mitigation measures.

#### 6.4 Cumulative Impacts

CEQA defines cumulative impacts as "two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts" (Section 15355). CEQA Guidelines further note that the individual effects may result from an individual project, or the impacts may be related to implementation of a number of probable future projects.

Growth in Baldwin Park, combined with anticipated growth throughout the Los Angeles region, will add to regional environmental problems. Growth forecasts prepared by SCAG indicate that the population of Los Angeles County will increase to almost 10 million by the year 2010. This represents an increase of over 25 percent from SCAG's 1984 estimated population for the county. The Draft Environmental Impact Report prepared for SCAG's growth policy forecast indicates that continued growth could result in widespread environmental impacts. In Los Angeles County, and the Baldwin Park area in particular, the following issue areas could be impacted significantly by continued growth: water quality and quantity; air quality; transportation; wastewater treatment and disposal; and employment. Anticipated environmental impacts related to growth in the entire SCAG region are described in the "Draft Environmental Impact Report on SCAG 82 Growth Forecast Policy."

These concerns are far-ranging issues that require regional solutions. A number of regional agencies (e.g., South Coast Air Quality Management District, Caltrans, SCAG) are responsible for coordinating efforts to mitigate regional environmental concerns. The SCAQMD has adopted a regional Air Quality Management Plan which outlines strategies to improve, or slow the degradation of, regional air quality. Caltrans and other

transportation agencies continually work to mitigate traffic concerns. State and local agencies have established plans and programs designed to improve domestic water quality, ensure adequate water supplies, and manage domestic and hazardous industrial waste materials.

As indicated in this EIR, the goals and policies contained in the Baldwin Park General Plan call for the City to participate in regional resource conservation and other environmental programs. Implementation of the goals and policies will help mitigate the anticipated cumulative environmental effects.



## 7.0 REFERENCES

### A. Project Consultants and Preparers of the EIR

1. Cotton/Beland/Associates, Inc.  
Urban and Environmental Planning  
1028 North Lake Avenue, Suite 107  
Pasadena, California 91104

Principal: R. Dale Beland  
Project Manager: Paul Secord  
Planner: Ray Pendro

Responsibility: Overall preparation and coordination of EIR.

2. Weston Pringle and Associates  
Traffic and Transportation Engineering  
2651 East Chapman Avenue, Suite 110  
Fullerton, California 92631

Principal: Weston Pringle  
Associates: Paul Miller  
Todd Fagen

Responsibility: General Plan Circulation Element and Technical Report.

3. Mestre Greve Associates  
280 Newport Center Drive, Suite 230  
Newport Beach, California 92660

Principal: Paul H. Dunholter

Responsibility: General Plan Noise Element and Technical Report.

4. Natelson-Levander-Whitney, Inc.  
10960 Wilshire Boulevard, Suite 222  
Los Angeles, California 90024

Principals: William H. Whitney  
Jay W. Natelson  
Senior Associate: Anita Kramer  
Associate: John D. Steinmetz

Responsibility: General Plan Municipal Revenue/Fiscal Impact Element and Technical Report.

## B. Persons and Organizations Contacted

1. Baldwin Park Police Department  
14403 East Pacific Avenue  
Baldwin Park, California 91706  
  
Chief of Police Richard Hoskin
2. Los Angeles County Fire Department, Station No. 29  
14334 Los Angeles Street  
Baldwin Park, California 91706  
  
Captain David Fullerton
3. City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, California 91706  
  
Art Rangel, Planning Director  
Larry Onaga, Associate Planner  
Tad Mimura, Housing and Economic Development
4. Baldwin Park Public Library  
4181 Baldwin Park Boulevard  
Baldwin Park, California 91706  
  
Dolores Pedro, Head Librarian  
Claire Levine
5. Baldwin Park Unified School District  
3699 North Holly Avenue  
Baldwin Park, California 91706  
  
Philip R. Sexton, Assistant Superintendent
6. Baldwin Park Historical Society  
Old Chamber of Commerce Building  
Baldwin Park, California 91706  
  
Aileen Pinheiro, Museum Director  
Robert Maynard, Curator of Geographic Material
7. Los Angeles County Sanitation District No. 15  
  
Dean Fuller  
213/699-7411
8. Los Angeles County Department of Water and Power  
  
Ray Khojasteh  
818/458-5100

9. Baldwin Park Engineering Division

David Liu  
818/960-4011

10. Valley County Water District  
14521 Ramona Boulevard  
Baldwin Park, California 91706

Stan Yarbough

11. San Gabriel Valley Water Company

Raymond E. Heytens, Vice President  
818/448-6183

12. Valley View Mutual Water Company  
13740 Los Angeles Street  
Baldwin Park, California 91706

R. J. Navarre

C. Documents

1. Draft Baldwin Park General Plan, City of Baldwin Park, 1988.
2. Air Quality Handbook for Preparing Environmental Impact Reports, South Coast Air Quality Management District, April 1987.
3. California Environmental Quality Act - Statutes and Guidelines, State Office of Planning and Research, June 1986.



**APPENDIX A: INITIAL STUDY, NOTICE OF PREPARATION, AND  
RESPONSES TO NOTICE OF PREPARATION**



NOTICE OF PREPARATION

TO: \_\_\_\_\_  
(Responsible Agency)  
\_\_\_\_\_  
\_\_\_\_\_  
(Address)

FROM: City of Baldwin Park  
(Agency)  
\_\_\_\_\_  
14403 East Pacific Avenue  
\_\_\_\_\_  
Baldwin Park, CA 91706  
(Address)

SUBJECT: NOTICE OF PREPARATION OF A DRAFT ENVIRONMENTAL IMPACT REPORT

The City of Baldwin Park will be the Lead Agency and will prepare an Environmental Impact Report for the Project identified below. We need to know the views of your Agency as to the scope and content of the environmental information which is germane to your Agency's statutory responsibilities in connection with the proposed Project. Your Agency will need to use the EIR prepared by our Agency when considering your permit or other approval for the Project.

The Project description, location, and the probably environmental effects are contained in the attached materials. A copy of the Initial Study X is,        is not, attached.

Due to the time limits mandated by State law, your response must be sent at the earliest possible date but not later than 30 days after receipt of this Notice.

Please send your response to Art Rangel, AICP, Planning Director at the address shown above. We will need the name for a contact person in your Agency.

PROJECT TITLE: Baldwin Park Comprehensive General Plan Update

DATE: \_\_\_\_\_

Signature Paul R. Secord

Title Paul Secord,  
Consultant to the City

Telephone (818) 791-7682

INITIAL STUDY  
ENVIRONMENTAL INFORMATION AND CHECKLIST FORM

I. BACKGROUND

1. Name of Proponent City of Baldwin Park
2. Address and Phone Number of Proponent:  
14403 East Pacific Avenue  
Baldwin Park, CA 91706  
Attn: Art Rangel, AICP, Director of Planning  
(818) 960-4011
3. Date of Checklist: 9-9-88
4. Agency Requiring Checklist: City of Baldwin Park  
Department of Community Development
5. Name of Proposal, if applicable Baldwin Park  
Comprehensive General Plan Update
6. Indicate number of the permit application (if any)  
for the development to which this form pertains:  
N/A
7. List and describe any other related permits and other  
public approvals required for this project, including  
those required by city, regional, state and federal  
agencies: Approval of General Plan
8. Existing zoning district: Includes all current zone  
classifications within the City's corporate  
boundaries and Sphere of Influence.
9. Proposed use of site for which this form is filed:  
Potential future development within the project  
area includes residential, commercial, industrial,  
public facilities, and mixed uses.

II. DESCRIPTION OF DEVELOPMENT (See Section II Attached)

1. Site size.
2. Square footage.
3. Number of floors of construction.

4. Amount of off-street parking provided.
5. Attach plans.
6. Proposed scheduling.
7. Associated developments.
8. Anticipated incremental development.
9. If residential, include the number of units, schedule of unit sizes, range of sale prices or rents, and type of household size expected.
10. If commercial, indicate the type, whether neighborhood, city or regionally oriented, square footage of sales area, and loading facilities.
11. If industrial, indicate type, estimated employment per shift, and loading facilities.
12. If institutional, indicate the major function, estimated employment per shift, estimated occupancy, loading facilities, and community benefits to be derived from the development.
13. If the development involves a variance, conditional use or rezoning application, state this and indicate clearly why the application is required.

### III. ENVIRONMENTAL CHANGES (See also Section III Attached)

Are the following items applicable to the project activity or its effects? Discuss below all items checked yes (attach additional sheets as necessary).

YES   NO

- X   1. Change in existing features of any bays, tidelands, beaches, lakes or hills, or substantial alteration of ground contours.
- X   2. Change in scenic views or vistas from existing residential areas or public lands or roads.
- X      3. Change in pattern, scale or character of general area of project or development.

- 4. Significant amounts of solid waste or litter.
- 5. Change in dust, ash, smoke, fumes or odors in vicinity.
- 6. Change in ocean, bay, lake, stream or ground water quality or quantity, or alteration of existing drainage patterns.
- 7. Substantial change in existing noise or vibration levels in the vicinity.
- 8. Site on filled land or on slope of 10 percent or more.
- 9. Use of disposal of potentially hazardous materials, such as toxic substances, flammables or explosives.
- 10. Substantial change in demand for municipal services (police, fire, water, sewer, etc.).
- 11. Substantially increase fossil fuel consumption (electricity, oil, natural gas, etc.).
- 12. Relationship to larger development or series of developments.

#### IV. ENVIRONMENTAL SETTING (See Section IV Attached)

1. Describe the project or development site as it existed before, including information on topography, soil stability, plants and animals, and any cultural, historical or scenic aspects. Describe any existing structures on the site, and the use of the structures. Attach photographs of the site. Snapshots or polaroid photos will be accepted.
2. Describe the surrounding properties, including information on plants and animals and any cultural, historical or scenic aspects. Indicate the type of land use (residential, commercial, etc.), intensity of land use (one-family, apartment house, shops, department stores, etc.), and scale development (height, frontage, setback, rear yard, etc.). Attach photographs of the vicinity. Snapshots or polaroid photos will be accepted.

V. ENVIRONMENTAL IMPACTS

(Explanations of all "yes" and "maybe" answers are required on attached sheets.)

YES    MAYBE    NO

1. Earth. Will the proposal result in:

- a. Unstable earth conditions or in changes in geologic substruc-tures? \_\_\_\_\_ X
- b. Disruptions, displacements, compaction or overcovering of the soil? \_\_\_\_\_ X \_\_\_\_\_
- c. Change in topography or ground surface relief features? \_\_\_\_\_ \_\_\_\_\_ X
- d. The destruction, covering or modification of any unique geologic or physical features? \_\_\_\_\_ \_\_\_\_\_ X
- e. Any increase in wind or water erosion of soils, either on or off the site? \_\_\_\_\_ X \_\_\_\_\_
- f. Change in deposition or erosion of beach sands or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet or lake? \_\_\_\_\_ \_\_\_\_\_ X
- g. Exposure of people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure, or similar hazards? X \_\_\_\_\_

YES    MAYBE    NO

2. Air. Will the proposal result in:

- a. Substantial air emissions or deterioration of ambient air quality? X

b. The creation of objectionable odors? X

c. Alteration of air movement, moisture, or temperature, or any change in climate, either locally or regionally? X

**Water.** Will the proposal result in:

a. Changes in currents, or the course or direction of water movements, in either marine or fresh waters? X

b. Changes in absorption rates, drainage patterns or the rate and amount of surface runoff? X

c. Alterations to the course or flow of flood waters? X

d. Changes in the amount of surface water in any water body? X

e. Discharge into surface waters, or in any alteration of surface water quality, including but not limited to temperature, dissolved oxygen or turbidity? X

f. Alteration of the direction or rate of flow of ground waters? X

g. Change in the quantity of ground waters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations? X

h. Substantial reduction in the amount of water otherwise available for public water supplies? X

YES    MAYBE    NO

i. Exposure of people or property to water related hazards such as flooding or tidal waves? \_\_\_\_\_ X \_\_\_\_\_

j. Significant changes in the temperature, flow, or chemical content of surface thermal springs? \_\_\_\_\_ X \_\_\_\_\_

4. **Plant Life.** Will the proposal result in:

a. Change in the diversity of species, or number of any species of plants (including trees, shrubs, grass, crops, and aquatic plants)? \_\_\_\_\_ X \_\_\_\_\_

b. Reduction of the numbers of any unique rare or endangered species of plants? \_\_\_\_\_ X \_\_\_\_\_

c. Introduction of new species of plants into an area, or result in a barrier to the normal replenishment of existing species? \_\_\_\_\_ X \_\_\_\_\_

d. Reduction in acreage of any agriculture crop? \_\_\_\_\_ X \_\_\_\_\_

5. **Animal Life.** Will the proposal result in:

a. Change in the diversity of species, or numbers of any species of animals (birds, land animals including reptiles, fish and shellfish, benthic organisms or insects)? \_\_\_\_\_ X \_\_\_\_\_

b. Reduction of the numbers of any unique, rare or endangered species of animals? \_\_\_\_\_ X \_\_\_\_\_

c. Introduction of new species of animals into an area, or result in a barrier to the migration or movement of animals? \_\_\_\_\_ X \_\_\_\_\_

d. Deterioration to existing fish or wildlife habitat? \_\_\_\_\_ X \_\_\_\_\_

YES    MAYBE    NO

6. **Noise.** Will the proposal result in:
- Increases in existing noise levels? \_\_\_\_\_ X \_\_\_\_\_
  - Exposure of people to severe noise levels? \_\_\_\_\_ X \_\_\_\_\_
7. **Light and Glare.** Will the proposal produce new light or glare? \_\_\_\_\_ X \_\_\_\_\_
8. **Land Use.** Will the proposal result in substantial alteration of the present or planned land use of an area? \_\_\_\_\_ X \_\_\_\_\_
9. **Natural Resources:** Will the proposal result in:
- Increase in the rate of use of any natural resources? \_\_\_\_\_ X \_\_\_\_\_
  - Substantial depletion of any nonrenewable natural resource? \_\_\_\_\_ X \_\_\_\_\_
10. **Risk of Upset.** Will the proposal involve:
- A risk of an explosion or the release of hazardous substances (including but not limited to, oil, pesticides, chemicals or radiation) in the event of an accident or upset conditions? \_\_\_\_\_ X \_\_\_\_\_
  - Possible interference with an emergency response plan or an emergency evacuation plan? \_\_\_\_\_ X \_\_\_\_\_
11. **Population.** Will the proposal alter the location, distribution, density, or growth rate of the human population of an area? \_\_\_\_\_ X \_\_\_\_\_
12. **Housing.** Will the proposal affect existing housing, or create a demand for additional housing? \_\_\_\_\_ X \_\_\_\_\_

YES    MAYBE    NO

13. **Transportation/Circulation.** Will the proposal result in:
- a. Generation of substantial additional vehicular movement? \_\_\_\_\_ X \_\_\_\_\_
  - b. Effects on existing parking facilities, or demand for new parking? \_\_\_\_\_ X \_\_\_\_\_
  - c. Substantial impact upon existing transportation systems? \_\_\_\_\_ X \_\_\_\_\_
  - d. Alterations to present patterns of circulation or movement of people and/or goods? \_\_\_\_\_ X \_\_\_\_\_
  - e. Alterations to waterborne, rail or air traffic? \_\_\_\_\_ \_\_\_\_\_ X \_\_\_\_\_
  - f. Increase in traffic hazards to motor vehicles, bicyclists or pedestrians? \_\_\_\_\_ \_\_\_\_\_ X \_\_\_\_\_
14. **Public Services.** Will the proposal have an effect upon, or result in a need for new or altered governmental services in any of the following areas:
- a. Fire protection? X \_\_\_\_\_ \_\_\_\_\_
  - b. Police protection? X \_\_\_\_\_ \_\_\_\_\_
  - c. Schools? X \_\_\_\_\_ \_\_\_\_\_
  - d. Parks or other recreational facilities? X \_\_\_\_\_ \_\_\_\_\_
  - e. Maintenance or public facilities, including roads? X \_\_\_\_\_ \_\_\_\_\_
  - f. Other governmental services? \_\_\_\_\_ X \_\_\_\_\_
15. **Energy.** Will the proposal result in:
- a. Use of substantial amounts of fuel or energy? \_\_\_\_\_ \_\_\_\_\_ X \_\_\_\_\_

YES    MAYBE    NO

- |   |       |       |       |
|---|-------|-------|-------|
| b. Substantial increase in demand upon existing sources of energy, or require the development of new sources of energy?   | _____ | X     | _____ |
| <b>16. Utilities.</b> Will the proposal result in a need for new systems, or substantial alterations to the following utilities:  |       |       |       |
| a. Power or natural gas?  | _____ | X     | _____ |
| b. Communications systems?  | _____ | X     | _____ |
| c. Water?   | _____ | X     | _____ |
| d. Sewer or septic tanks?   | _____ | X     | _____ |
| e. Storm water drainage?  | _____ | X     | _____ |
| f. Solid waste and disposal?  | _____ | X     | _____ |
| <b>17. Human Health.</b> Will the proposal result in:   |       |       |       |
| a. Creation of any health hazard or potential health hazard (excluding mental health)?  | _____ | _____ | X     |
| b. Exposure of people to potential health hazards?  | _____ | _____ | X     |
| <b>18. Aesthetics.</b> Will the proposal result in the obstruction of any scenic vista or view open to the public, or will the proposal result in the creation of any aesthetically offensive site open to public view? | _____ | _____ | X     |
| <b>19. Recreation.</b> Will the proposal result in an impact upon the quality or quantity of existing recreational opportunities?   | _____ | _____ | X     |
| <b>20. Cultural Resources.</b>  |       |       |       |
| a. Will the proposal result in the alteration of or the destruction of a prehistoric or historic archaeological site?   | _____ | X     | _____ |

YES    MAYBE    NO

- b. Will the proposal result in adverse physical or aesthetic effects to a prehistoric or historic building, structure, or object? \_\_\_\_\_ X
- c. Does the proposal have the potential to cause a physical change which would affect unique ethnic cultural values? \_\_\_\_\_ X
- d. Will the proposal restrict existing religious or sacred uses within the potential impact area? \_\_\_\_\_ X

21. Mandatory Findings of Significance.

- a. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory? \_\_\_\_\_ X
- b. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals? (A short-term impact on the environment is one which occurs in a relatively brief, definitive period of time while long-term impacts will endure well into the future.) \_\_\_\_\_ X
- c. Does the project have impacts which are individually limited, but cumulatively considerable? (A project may impact on two or more separate resources where the impact on each resource is relatively small, but where the effect of the total of those impacts on the environment is significant. X \_\_\_\_\_)

YES      MAYBE      NO

- d. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?

\_\_\_\_\_  \_\_\_\_\_

VI. DISCUSSION OF ENVIRONMENTAL EVALUATION  
(See attached)

VII. DETERMINATION  
(To be completed by the Lead Agency)

On the basis of this initial evaluation:

- I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.
- I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on the attached sheets have been added to the project. A NEGATIVE DECLARATION WILL BE PREPARED.
- I find the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Date 9/9/88

Paul R. Secord  
(Signature)

Name: Paul R. Secord,

Title: Consultant to the City

## II. DESCRIPTION OF THE PROPOSED PROJECT

The General Plan project under consideration by the City of Baldwin Park includes the following actions:

1. Approval of the Comprehensive General Plan by the City of Baldwin Park. The General Plan provides guidance for the development of approximately 4,364 acres of land. The General Plan designates approximately 2,311 acres single-family residential, approximately 208 acres garden multi-family, approximately 217 acres multi-family residential, 393 acres of commercial uses, 576 acres of industrial uses, and 533 acres of open space and recreational uses. Approximately 127 acres of the project area is freeway right-of-way. The plan also provides for schools, parks, and other public facilities.

The following land use policies are proposed for the General Plan update. These policies will help preserve the single-family character and limit multi-family development in Baldwin Park.

- a. Residential land use densities are recommended to be reduced as follows:

<u>Residential Designation</u>	<u>Current Density</u>	<u>Reduced Density</u>
Single-Family/R-1	0-8.9 du/ac*	0-8.7 du/ac
Garden Multi-Family/RG	9-17.4 du/ac	8.8-12 du/ac
Multi-Family/R-3	17.5-30 du/ac	12.1-20 du/ac.

\*du/ac = dwelling units per acre (net)

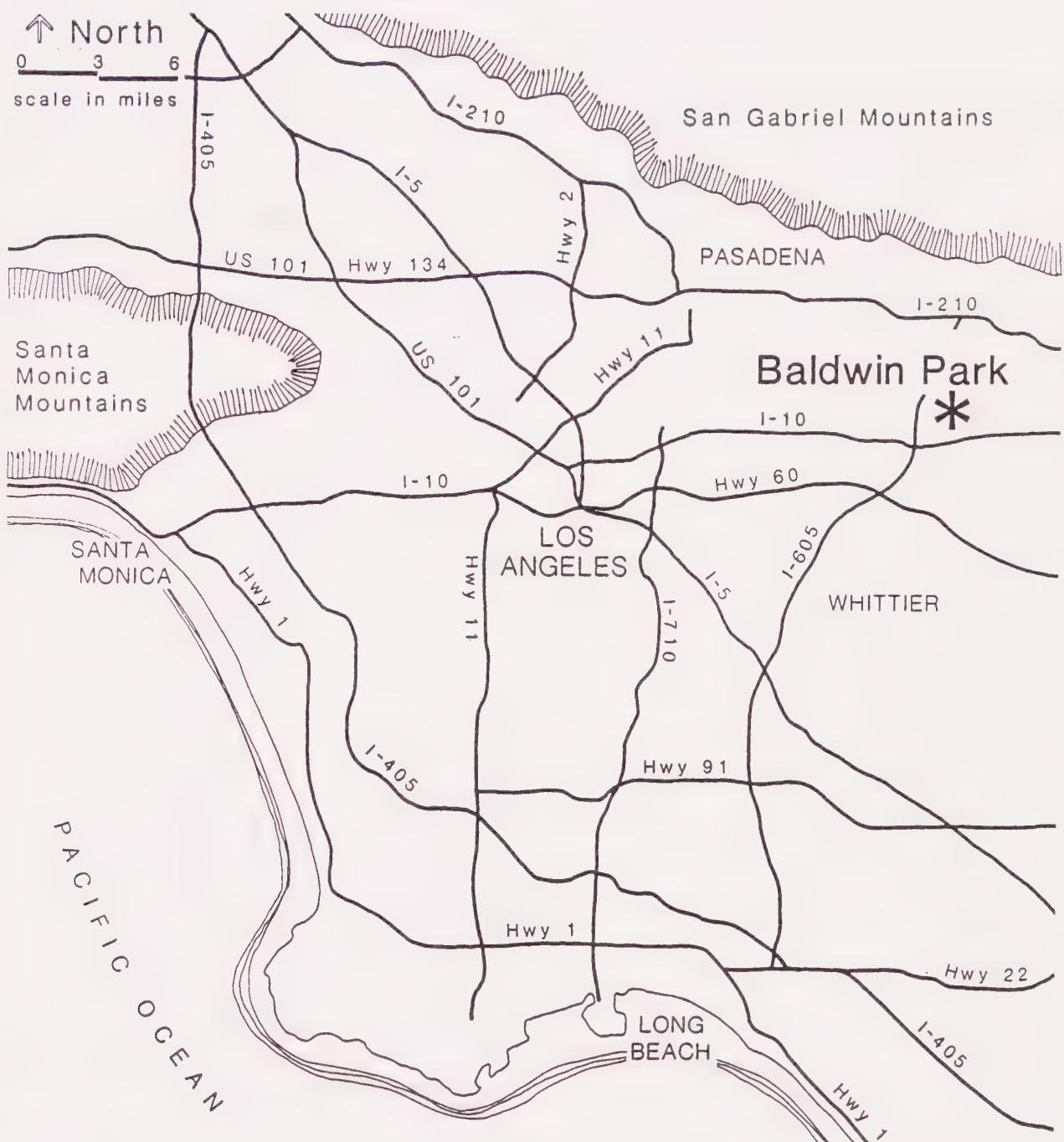
The reduced densities will be in effect citywide. In single-family areas, if a house on a legally defined lot is torn down, it can be replaced by one house. The density change for Single-Family is to bring the General Plan into conformance with current zoning; it does not reflect a change in present land use policy.

- b. Some multi-family designated areas have been redesignated for less intense development. These areas are shown on the Proposed Land Use Plan Changes map. All single-family areas, except for one lot near Badillo Street, will remain. Some multi-family areas have been redesignated for single-family development. These changes are based on the extent of current multi-family land use in the areas.
- c. Some nonresidential areas have been redesignated for more appropriate uses to encourage commercial development.
- d. The Planned Development (PD) Overlay designation will be applied more often. This results in special design review by the City for specific parcels or areas before building permits can be issued.

The design review process helps to ensure that new development will be compatible with existing neighboring land uses. PD overlays can exist in any General Plan category. Currently, Baldwin Park has completed several planned developments; Vineland Woods (on Vineland Avenue) and Park View Homes (on E. Salisbury Street) are two examples.

- e. The City's development standards will be revised. These are specific measures that define what is and what is not allowed to be built on a piece of land. The zoning ordinance and development standards are interrelated and, together, address issues such as site and building setbacks, open space/site coverage, landscaping, building orientation, and parking/garage requirements, among other issues. A carefully constructed set of development standards can help the City ensure that development as envisioned in the General Plan actually occurs. The development standards themselves are a separate document from the General Plan, but they are devised to implement specific goals and policies of the General Plan.
2. Upgrading of existing water, sewer, and storm drainage facilities within the public right-of-way as necessary to create an environment to encourage development. This may also include the installation of new water and sewer lines, and storm drainage facilities. The planned location of new and improved roads to accommodate development where appropriate and necessary is also included in the project.
3. Approval of private developers plans including conditional use permits, zone changes, or other permits required to implement the General Plan.
4. Preparation of Specific Plans to refine land use policies within specified target areas.

Figure A-1, on the following page, shows the location of the proposed project. Figure A-2 illustrates preliminary land use policy concepts.



SOURCE: CBA

# BALDWIN PARK

General Plan Program

Figure A-1  
Regional Vicinity Map



North 0 scale in feet 1800  
SOURCE: CBA and the City of Baldwin Park



Figure A-2  
Proposed  
Land Use Plan  
Changes

Proposed Changes as of 7/25/88

**BALDWIN**  
General  
Plan  
Program  
**PARK**



BALDWIN PARK COMPREHENSIVE GENERAL PLAN PROJECT  
Environmental Changes Description  
from Section III

3. Change in pattern, scale, or character of general area of project or development.

The proposed project, over the lifetime of the General Plan, proposes increased intensity and development of various proposed and existing land uses in accordance with local and regional plans. The proposed project would result in alterations of current development patterns through expanded development of existing vacant land. However, development plans are considered a logical expansion of existing uses and would not result in a significant change in the general character of the area.

9. Use of, or disposal of, potentially hazardous materials, such as toxic substances, flammables or explosives.

With a growing list of materials considered toxic or hazardous by State and Federal agencies, there is the potential for some commercial or light industrial uses to store or utilize these materials during normal operations. However, these materials are regulated by state and county agencies, and their use or risk is not considered to be greater than existing similar uses.

10. Substantial change in demand for municipal services (police, fire, water, sewer, etc.)

The proposed project would result in increased development in accordance with local and regional plans and would result in increased requirements for police and fire protection, and improvements or additions to existing water and sewer systems.

11. Substantially increase fossil fuel consumption (electricity, oil, natural gas, etc.)

Construction, employment, and housing developed under the General Plan policies would result in increased consumption of fossil fuels.

12. Relationship to larger development or series of developments.

The project area encompasses approximately 4,364 acres. The General Plan is considered a long-term plan and any improvements to the water, sewer, or transportation systems would be phased throughout the life of the plan.

## IV. ENVIRONMENTAL SETTING

### 1. Introduction

The "study area" considered in the General Plan includes all of the land area presently within the corporate boundaries of the City of Baldwin Park and an unincorporated area immediately adjacent to the City. This unincorporated area is presently under the jurisdiction of Los Angeles County although has been designated as being within the City's "Sphere of Influence."

### 2. Existing Land Use

The City of Baldwin Park totals 4,365 acres, or 6.8 square miles. The largest land use under the current General Plan is residential, totaling 2,737 acres, which is 63 percent of the city's land area. Residential development prevails throughout, with no one portion of the city noticeably more residential than any other portion. The only area not dominated by houses, apartments, and condominiums is along the San Bernardino Freeway (I-10), which includes mixed industrial and freeway commercial uses (e.g., fast-food restaurants, a lumber yard, service stations, and vehicle repair shops). Nine of the city's ten mobile home parks are also located near the freeway.

Most commercial uses--such as stores and restaurants--are concentrated along Maine Avenue and Ramona Boulevard near the Civic Center, along Francisquito Avenue, and near the I-10 Freeway. Commercial uses comprise about 9 percent, or 392 acres, of Baldwin Park's land area under the current General Plan.

Manufacturing and industrial uses occur almost exclusively near the I-10 Freeway in the south and Arrow Highway/Live Oak Avenue in the north. One commercial manufacturing area anchors the city's eastern border on Ramona Boulevard. Manufacturing/industrial areas total about 13 percent, or 576 acres, of Baldwin Park.

Open spaces, including schools and parks, are located throughout the city. Morgan Park, off Baldwin Park Boulevard in the Central Business District (CBD), is the largest public park at 9.4 acres. The City is planning to expand Morgan Park by about 2.5 acres, or over 25 percent. Open spaces also include the San Gabriel River, Walnut Creek, and Big Dalton Wash. In all, Baldwin Park has over 530 acres, or about 12 percent, of its land area designated for open space in its General Plan.

Freeways and streets account for a substantial portion of any city's land area. Baldwin Park has about 103 miles of City streets. Freeways and streets account for 853 acres, or almost 20 percent, of Baldwin Park. This percentage of area for circulation is considered typical for an urban environment.

### 3. Land Use Trends

The land that is now Baldwin Park was originally part of the San Gabriel Mission, which was established in 1771 by the Franciscan Padres. Cattle grazed on the land until the late-1800s, when a severe drought forced its effects on ranching activities. Soon after, farmer-squatters settled north of Ramona Boulevard, planted vineyards and pepper trees, and called their community "Pleasant Valley."

In 1880, the town's name was changed to Vineland, with the town center at the general store on the corner of today's Los Angeles and La Rica streets. This corner is only a few blocks north of the current City Hall. By 1912, the entire community was called Baldwin Park, and the Pacific Electric Railroad laid tracks west and east through the center of town. The railroad route is noticeable today as the long condominium development on the north side of Ramona Boulevard.

The image of condominiums along the former Pacific Electric Red Car route encapsulates the recent history and current trend in Baldwin Park. Changes in residential land development have significantly altered the density and character of the city; the days of cattle grazing are gone and the days of urban growth are here.

The construction of multi-family units was far outnumbering single-family home construction prior to the multi-family development moratorium adopted in August 1987. Table L-1 summarizes residential construction and demolition from 1980 through September 1987. Over this period, 722 single-family homes were constructed, compared to 1,826 multi-family units. Factoring in demolitions, Baldwin Park showed a net increase of 1,816 multi-family units and 390 single-family homes from 1980 to 1987. For every one house added to the city, almost five apartment or condominium units were constructed.

The continual and rapid development of apartments and condos has not been confined to any specific areas of the city, but rather has occurred throughout the city wherever developable land has become available. This lot-by-lot multi-family development has resulted in apartment and condo complexes on narrow lots between single-family houses. The size and shape of available parcels has molded a building type that is long and narrow with its short side facing the street and a common driveway connecting garages the entire length of the property. Only large-scale complexes joining several land parcels have been able to deviate from this basic form.

**TABLE L-1**  
**RESIDENTIAL UNITS BUILT OR DEMOLISHED IN BALDWIN PARK,**  
**1980 to 1987**

Year	Single-family Homes			Multi-family Units		
	Built	Demolished	Net	Built	Demolished	Net
1980	60	16	44 (32%) <sup>1</sup>	92	0	92 (68%)
1981	55	34	21 (7%)	260	0	260 (93%)
1982	13	25	(-12)	183	0	183 (100%)
1983	36	17	19 (5%)	345	6	339 (95%)
1984	142	51	91 (23%)	317	4	313 (77%)
1985	166	46	120 (34%)	232	0	232 (66%)
1986	173	79	94 (39%)	146	0	146 (61%)
1987 <sup>2</sup>	77	64	13 (5%)	251	0	251 (95%)
<b>TOTAL<sup>3</sup></b>	<b>722</b>	<b>332</b>	<b>390 (18%)</b>	<b>1,826</b>	<b>10</b>	<b>1,816 (82%)</b>

<sup>1</sup> The percentages compare Net Single-family Homes with Net Multi-family Units. These two columns equal the total net residential units constructed in Baldwin Park during the given time period.

<sup>2</sup> January through September, 1987

<sup>3</sup> A total of 2,548 housing units (i.e., single- and multi-family units) was constructed in Baldwin Park over the last eight years. During this same period, 342 units were demolished, resulting in a net increase of 2,206 units.

Source: City of Baldwin Park Building Division building permits.

## VI. DISCUSSION OF ENVIRONMENTAL EVALUATION CHECKLIST FORM

### 1. Earth

a. through g. - The General Plan itself will not directly result in any change in earth or geologic conditions. However, its policies will control the density and type of development permitted.

### 2. Air

a. - The proposed General Plan allows for a buildout population greater than the current General Plan. This increase in population will result in an increase in vehicular traffic, which may affect ambient air quality.

b. and c. - The proposed General Plan will not result in the creation of objectionable odors or the alteration of air movement, moisture, or temperature, or any change in the climate directly. However, the development which it envisions may result in these changes.

### 3. Water

a. and c. through e. - No substantial changes are anticipated in the course or direction of water movements, alteration in flow of flood waters, or the amount of surface water in any body of water.

b. - Because of the increase in potential buildout population, there will be increased construction, which may result in changes in surface runoff.

f. and g. - If there is a change in the surface runoff (see b. above), a change in the direction or rate of flow or quantity of ground waters may also occur.

h. - Because of the increase in buildout population, there may be an increase in domestic water demand.

i. - The proposed General Plan will not result in exposure of people or property to water related hazards such as flooding.

### 4. Plant Life

### 5. Animal Life

a. through c. - The proposed General Plan is not anticipated to result in a change in the diversity of species, or numbers of any species of animals. No known rare or endangered species of plants or animals are known to exist in the City.

d. - Unless development in the hillside areas is carefully controlled, deterioration to existing wildlife habitats could result.

## 6. Noise

a. and b. - The development proposed in the General Plan will result in increased noise levels in the City which may be significant. Residents along major arterials in the City could be exposed to increased noise levels because of increased vehicular traffic.

## 7. Light and Glare

With increased population and concomitant new construction, there may be new sources of light and glare.

## 8. Land Use

The proposed General Plan represents trends in development and land use that already exist in the City.

## 9. Natural Resources

a. - Development envisioned in the proposed General Plan may result in an increase in the use of nonrenewable resources.

## 10. Risk of Upset

a. through b. - The proposed General Plan will not involve a risk of an explosion or the release of hazardous substances, nor will it interfere with an emergency response plan or an emergency evacuation plan. In fact, it proposes strengthening these safety precautions.

## 11. Population

The proposed General Plan may result in a decrease in population over that which would be allowed by the current General Plan.

## 12. Housing

Any population increase will create a demand for additional housing in the City. Approximately 1,200 new housing units could be accommodated under buildout of the proposed plan.

## 13. Transportation/Circulation

a. through f. - Planned commercial and industrial development and the potential population increase may generate additional vehicular movement and create demand for additional parking, alter circulation patterns, have an impact on existing transportation systems and increase traffic hazards.

## 14. Public Services

a. through g. - Full development envisioned in the proposed General Plan will call for some increase in police and fire protection services, as well as libraries, parks and recreation facilities. Depending upon the age distribution of the future population, there may be an increased need for schools. Increased population may also increase maintenance costs of public facilities, including roads.

## 15. Energy

a. through b. - Full development under the proposed General Plan may result in the use of significant amounts of fuel or energy and an increase in demand for existing sources of energy.

## 16. Utilities

Full development under the proposed General Plan may result in a need for alterations in water, sewer, storm water drainage, and solid waste disposal systems.

## 17. Human Health

a. and b. - The proposed General Plan will not result in the creation of any health hazard or potential health hazard or exposure of people to potential health hazards.

## 18. Aesthetics

The proposed General Plan includes provisions and policies that address scenic vistas and views, as well as urban design policies.

## 19. Recreation

Full development under the proposed General Plan may result in increased demand for recreation facilities.

## 20. Cultural Resources

a. through d. - Historic places are listed in the General Plan and are recommended for preservation.

## 21. Mandatory Findings of Significance

The proposed project is a long-term plan and is expected to improve the long-term potential of the project area by providing a framework and policy guide to necessary public services and improvements and allowing development to continue into the future.



# WEST COVINA UNIFIED SCHOOL DISTRICT

1717 West Merced Avenue

West Covina, California 91790

Telephone (818) 338-8411

September 26, 1988

RECEIVED

SEP 28 1988

PLANNING DIVISION

City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, California 91706

Attention: Art Rangel, AICP, Planning Director

Reference: Notice of Preparation of a Draft Environmental Impact Report (EIR)

Subject: Baldwin Park Draft Comprehensive General Plan Update

Thank you for keeping us abreast of your proposed general plan amendment. We do appreciate being informed of potential changes in demography which might affect our school enrollment. Please send us a copy of your Draft EIR.

Sincerely yours,

A handwritten signature in black ink, appearing to read "H. C. Tanner".

H. C. Tanner  
Assistant Superintendent  
Business Services

HCT/pw

# MT. SAN ANTONIO

COMMUNITY COLLEGE DISTRICT

1100 NORTH GRAND AVENUE • WALNUT, CALIFORNIA 91789

(714) 594-5611

September 27, 1988



Art Rangel  
AICP Planning Director  
City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, CA 91706

## RESPONSE TO NOTICE OF PREPARATION OF DRAFT EIR

The Mt. San Antonio Community College District is the community college within whose boundaries the proposed project - Baldwin Park Comprehensive General Plan Update - is situated.

Generally, any redevelopment project depending on the breadth and scope of such project, affects the District both as to revenue and student population and occasionally also as to facilities.

The above project may impact on the following areas:

1. Impact of development on tax revenues.
2. Impact of development on student count and the necessity to reduce or increase programs.
3. Impact of development on student count and the necessity to increase facilities.
4. Impact of development on shifts of adult population.
5. Impact of development on educational needs of the population in area.

In addition the development of the project may impact the District's facilities including its main campus at 1100 North Grand Avenue, Walnut, California.

The contact person for the District is the undersigned.

James A. Albanese  
Vice President, Business Services

jl

cc John D. Randall  
Patrick D. Sisneros  
Donald M. Wickert  
Paul Secord ✓

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD—  
LOS ANGELES REGION307 SOUTH BROADWAY, SUITE 4027  
LOS ANGELES, CALIFORNIA 90012-4596  
(213) 620-4460

October 5, 1988

File : 700.315

RECEIVED

Art Rangel  
City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, CA 91706

OCT 10 1988

PLANNING DIVISION

NOTICE OF PREPARATION OF A DRAFT EIR FOR THE BALDWIN PARK  
COMPREHENSIVE GENERAL PLAN UPDATE PROJECT, SCH# 88092108: BALDWIN  
PARK

We have reviewed the subject document regarding the proposed project, and have the following comments:

Based on the information provided, we recommend the following:

- We have no further comments at this time.
- The proposed project should address the attached comments.
- Negative Declaration. See attached comments.
- Mitigated Negative Declaration. See attached comments.
- EIR. See attached information on scope and content.

Thank you for this opportunity to review your document. If you have any questions, please contact Arthur Heath at (213) 620-5433.

A handwritten signature in black ink, appearing to read "ASaffell".

ANNE SAFFELL  
Environmental Specialist IV

cc: Mr. Keith Lee, State Clearinghouse



# COUNTY SANITATION DISTRICTS OF LOS ANGELES COUNTY

1955 Workman Mill Road, Whittier, CA 90601-4998  
Mailing Address: P. O. Box 4998, Whittier, CA 90607-4998  
Telephone: (213) 699-7411, (213) 685-5217

CHARLES W. CARRY  
Chief Engineer and General Manager

October 6, 1988

File No: 15-00.04-00/88

Art Rangel, AICP, Planning Director  
City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, CA 91706

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OCT 13 1988

PLANNING DIVISION

## Baldwin Park Comprehensive General Plan Update

The County Sanitation Districts received a Notice of Intent to Prepare a Environmental Impact Report for the subject project on September 19, 1988. The Districts offer the following reminder:

The Sanitation Districts are empowered by the California Health and Safety Code to charge a fee for the privilege of connecting to the Sanitation Districts' sewerage system or increasing the existing strength and/or quantity of wastewater attributable to a particular parcel or operation already connected. This connection fee is required to construct an incremental expansion of the sewerage system to accommodate the proposed project which will mitigate the impact of this project on the present sewerage system. Payment of a connection fee will be required before a permit to connect to the sewer is issued.

If you have any further questions, please contact the undersigned at (213) 699-7411, extension 2703.

Very truly yours,

Charles W. Carry

Paul A. Prestia  
Project Engineer  
Financial Planning &  
Property Management Section

PAP:ln



# COUNTY OF LOS ANGELES

## FIRE DEPARTMENT

POST OFFICE BOX 3009, TERMINAL ANNEX  
LOS ANGELES, CALIFORNIA 90051

(213) 267-2481

JOHN W. ENGLUND  
FIRE CHIEF  
FORESTER & FIRE WARDEN

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OCT 12 1988

PLANNING DIVISION

Art Rangel, AICP, Planning Director  
City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, CA 91706

Dear Mr. Rangel:

SUBJECT: ENVIRONMENTAL IMPACT REPORT -- BALDWIN  
PARK COMPREHENSIVE GENERAL PLAN UPDATE

The development of this project must comply with all applicable code and ordinance requirements for construction, access, water mains, fire flows, and fire hydrants.

The portion of this project that consists of residential land uses will require fire flows of 1,250 gallons per minute at 20 pounds per square inch residual pressure for a two hour duration. Hydrants shall be spaced every 600 feet.

The portion of this project that consists of commercial and light industrial land uses would require fire flows of 2,000 gallon per minute to 5,000 gallons per minute at 20 pounds per square inch residual pressure for a two to five hour duration. Hydrants shall be spaced every 300 feet.

Final fire flow will be based on the size of the building, its relationship to other structures and property lines, and the type of construction used.

If you have any questions, please feel free to call me at 267-2481.

Very truly yours,

JOHN W. ENGLUND

BY *James V. Daleo*  
JAMES V. DALEO, FIRE MARSHAL  
PREVENTION & CONSERVATION BUREAU

JVD:lc

SERVING THE UNINCORPORATED AREAS OF LOS ANGELES COUNTY AND THE CITIES OF:

MOUNTAIN HILLS	BRADBURY	GLENDORA	LAKWOOD	NORWALK	ROLLING HILLS ESTATES	WALNUT
TESLA	CARSON	HAWAIIAN GARDENS	LA MIRADA	PALMDALE	ROSEMEAD	WEST HOLLYWOOD
USA	CERRITOS	HIDDEN HILLS	LANCASTER	PALOS VERDES ESTATES	SAN DIMAS	WESTLAKE VILLAGE
BALDWIN PARK	CLAREMONT	HUNTINGTON PARK	LA PUENTE	PARAMOUNT	SIGNAL HILL	WHITTIER
LL	COMMERCIAL	INDUSTRY	LAWNDALE	PICO RIVERA	RANCHO PALOS VERDES	SOUTH EL MONTE
LLFLOWER	CUDAHY	IRWINDALE	LOMITA	MAYWOOD	ROLLING HILLS	SOUTH GATE
LL GARDENS	DUARTE	LA CANADA FLINTRIDGE				TEMPLE CITY

## DEPARTMENT OF TRANSPORTATION

DISTRICT 7, 120 SO. SPRING ST.  
LOS ANGELES, CA 90012  
TDD (213) 620-3550  
(213) 620-5335

OCT 24 1988

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COTTON/BELAND

OCT 24 1988

October 12, 1988

PLANNING DIVISION

NOP for  
Baldwin Park Comprehensive  
General Plan Update  
SCH# 88092108

Art Rangel  
City of Baldwin Park  
14403 E. Pacific Avenue  
Baldwin Park, CA 91706

Dear Mr. Rangel:

Thank you for including the California Department of Transportation (CALTRANS) in the Environmental review process for the above referenced Notice of Preparation.

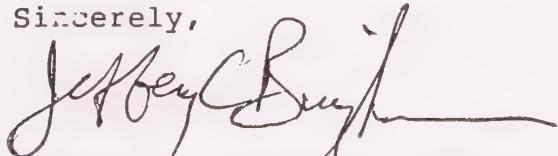
CALTRANS has reviewed the above referenced document and has the following comment.

If a traffic study is prepared it should include the following:

1. Existing, and 20 year future average daily traffic (ADT) volumes
2. Traffic generation (including peak hours)
3. Traffic distribution and assignment
4. Intersection capacity utilization (ICU) analysis of freeway ramps as well as affected local streets
5. Current and projected capacities of highway and freeway routes if they are affected (e.g., Route 10 & Route 605)
6. Cumulative traffic impacts

If you have any questions regarding this response, please call Ollie Jackson at (213) 620-2363.

Sincerely,



JEFFERY C. BINGHAM, Chief  
Environmental Planning Branch





## CITY OF EL MONTE

PLANNING DEPARTMENT  
11333 VALLEY BLVD. • CITY HALL WEST  
EL MONTE, CALIFORNIA 91731  
TELEPHONE (818) 580-2090

HAROLD O. JOHANSON  
DIRECTOR OF PLANNING AND  
COMMUNITY DEVELOPMENT

October 17, 1988

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OCT 21 1988

PLANNING DIVISION

MR. ART RANGEL  
City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, California 91706

Dear Art:

At this time the City of El Monte does not have comments regarding the Initial Study for the City of Baldwin Park Comprehensive General Plan update.

I request, however, that a copy of the Draft Environmental Impact Report be forwarded to me when the document is prepared.

Thank you for the opportunity to comment.

Yours truly,

RITA T. DARNELL  
City Planner  
City of El Monte

RTD:ms

## DEPARTMENT OF CONSERVATION

VISION OF ADMINISTRATION  
VISION OF MINES AND GEOLOGY  
VISION OF OIL AND GAS  
VISION OF RECYCLING

OCT 31 1988

COTTON/BELAND



1416 Ninth Street  
SACRAMENTO, CA 95814  
TDD (916) 324-2555  
ATSS 454-2555

(916) 322-5873

October 20, 1988

Mr. Art Rangel  
City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, CA 91706

Dear Mr. Rangel:

Subject: The City of Baldwin Park's NOP for Baldwin Park Comprehensive General Plan Update. SCH# 88092108

Thank you for forwarding the Notice of Preparation (NOP) for the above project. The Department of Conservation's Division of Mines and Geology (DMG) has special expertise in evaluating geologic and seismic hazards, as well as mineral resource issues, and we will review the relevant information and analysis when we receive your document from the State Clearinghouse.

Division of Mines and Geology Note 46, enclosed, is used as a guide by DMG staff when reviewing a Draft Environmental Impact Report (EIR). It contains a checklist of potential environmental impacts related to geology, seismology and mineral resource conservation, which you should consider in preparing the Draft EIR.

The City may wish to have the Seismic Safety Element of the General Plan reviewed at this time to determine if "updating" is in order, in light of geologic/seismologic information which has become available since the existing Safety Element was written.

If you have any questions regarding these comments, please contact Zoe McCrea, Division of Mines and Geology Environmental Review Officer, at (916) 322-2562.

Sincerely,

A handwritten signature in cursive ink that reads "Dennis J. O'Bryant".

Dennis J. O'Bryant  
Environmental Program Coordinator

DJO:ZM:efh  
Enclosure

cc: Zoe McCrea, Division of Mines and Geology  
John Schlosser, Division of Mines and Geology



## GUIDELINES FOR GEOLOGIC/SEISMIC CONSIDERATIONS IN ENVIRONMENTAL IMPACT REPORTS

The following guidelines were prepared by the Division of Mines and Geology with the cooperation of the State Water Resources Control Board to assist those who prepare and review environmental impact reports.

RECEIVED

These guidelines will expedite the environmental review process by identifying the potential geologic problems and by providing a recognition of data needed for design analysis and mitigating measures. All statements should be documented by reference to material (including specific page and chart numbers) available to the public. Other statements should be considered as opinions and so stated.

601241993  
PLANNING DIVISION

### 1. CHECKLIST OF GEOLOGIC PROBLEMS FOR ENVIRONMENTAL IMPACT REPORTS

GEOLOGIC PROBLEMS		Could the project or geologic event cause environmental problems?				Is this conclusion documented in attached reports?	
PROBLEM	ACTIVITY CAUSING PROBLEM	NO	YES	ENVIRONMENTAL PROBLEMS		NO	YES
EARTHQUAKE DAMAGE	Fault Movement						
	Liquefaction						
	Landslides						
	Differential Compaction/ Seismic Settlement						
	Ground Rupture						
	Ground Shaking						
	Tsunami						
	Seiches						
	Flooding Due to Failure of Dams and Levees						
LOSS OF MINERAL RESOURCES	Loss of Access						
	Deposits Covered by Changed Land-Use Conditions						
	Zoning Restrictions						
WASTE DISPOSAL PROBLEMS	Change in Groundwater Level			ATTACH DOCUMENTATION			
	Disposal of Excavated Material						
	Percolation of Waste Material						
SLOPE AND/OR FOUNDATION INSTABILITY	Landslides and Mudflows						
	Unstable Cut and Fill Slopes						
	Collapsible and Expansive Soil						
EROSION, SEDIMENTATION, FLOODING	Trench-Wall Stability						
	Erosion of Graded Areas						
	Alteration of Runoff						
LAND SUBSIDENCE	Unprotected Drainage Ways						
	Increased Impervious Surfaces						
	Extraction of Groundwater, Gas, Oil, Geothermal Energy						
VOLCANIC HAZARDS	Hydrocompaction; Peat Oxidation						
	Lava Flow						
	Ash Fall						

(over)

## II. CHECKLIST OF GEOLOGIC REPORT ELEMENTS

REPORT ELEMENTS	YES	NO
A. General Elements Present Description and map of project. Description and map of site. Description and map of pertinent off-site areas.		
B. Geologic Element (refer to checklist) Are all the geologic problems mentioned? Are all the geologic problems adequately described?		
C. Mitigating Measures Area mitigating measures necessary? Is sufficient geologic information provided for the proper design of mitigating measures? Will the failure of mitigating measures cause an irreversible environmental impact?		
D. Alternatives Area alternatives necessary to reduce or prevent the irreversible environmental impact mentioned? Is sufficient geologic information provided for the proper consideration of alternatives? Are all the possible alternatives adequately described?		
E. Implementation of the Project Is the geologic report signed by a registered geologist? Does the report provide the necessary regulations and performance criteria to implement the project?		

\*Required for interpretive geologic information.

## III. PUBLISHED REFERENCES (selected)

- |   |   |  |  |
|---|---|--|--|
| A. California Division of Mines and Geology Publications  |   |  |  |
| 1. Alfors, J.T., et al., 1973, Urban geology master plan for California: Bulletin 198.                                  | 7. Note No. 44, Recommended guidelines for preparing engineering geologic reports, 1975.  | 2. Bolt, B.A. and Miller, R.D., 1971, Seismicity of northern and central California, 1965-1969: Bulletin of the Seismological Society of America, v. 61, no. 6.  |  |
| 2. Greenfelder, R.W., 1974, Maximum credible rock acceleration from earthquakes in California: Map Sheet 23.            | 8. Note No. 45, Recommended guidelines for preparing mine reclamation plans, 1975.  | 3. California Department of Water Resources, 1984, Crustal strain and fault movement investigation: Bulletin No. 118-2.  |  |
| 3. Jennings, C.W., 1975 Fault Report 13 of California, GDM No. 1.   | 9. Parke, D.L., Real, C.R., Toppozada, T.R., 1978, Earthquake Epicenter Map of California, showing events from 1900 through 1974.   | 4. Coffman, J.L. and von Hake, C.A., ed., 1973, Earthquake history of the United States: U.S. Department of Commerce, Publication 41-1.  |  |
| 4. Oskashott, G.B., 1974, San Fernando, California, earthquake of 9 February 1971: Bulletin 198.                        | 10. Real, C.R., Toppozada, T.R., and Parke, D.L., 1978, Earthquake catalog of California, January 1, 1900-December 31, 1974 (microfiche).   | 5. Hileman, J.A., et al., 1973, Seismicity of the southern California region, 1 January 1932 to 31 December 1972: California Institute of Technology, Contribution 2385. Periodical updates to this are available. |  |
| 5. Note No. 37, Guidelines to geologic/seismic reports, 1973.   | B. Other Publications   |  |  |
| 6. Note No. 43, Recommended guidelines for determining the maximum credible and the maximum probable earthquakes, 1975. | 1. Allen, C.R., et al., 1986, Relationship between seismicity and geologic structure in the southern California region: Bulletin of the Seismological Society of America, v. 56, no. 4. |  |  |

## IV. PUBLIC AGENCIES WITH GEOLOGIC DATA

Source	Data Available			
	Seismicity	Geology	Ground Water	Soils
Libraries and Geology and Engineering Departments of California Universities	X	X	X	X
California Institute of Technology	X			
California Division of Mines and Geology (Sacramento, San Francisco, Los Angeles, CA)	X	X		
California Department of Water Resources (Sacramento, CA)		X	X	X
California Department of Transportation (District Offices)				X
County Soil & Water Conservation Districts				X
County Engineer and Departments of Building and Safety	X	X		X
County Highway Department				X
County Flood Control District				X
U.S. Geological Survey (Menlo Park, CA)		X		
U.S. Corps of Engineers (District Engineer)		X		
U.S. Bureau of Reclamation (Regional Offices)		X		
U.S. Soil Conservation Service and Forest Service				X



**APPENDIX B: RESPONSES TO COMMENTS ON DRAFT GENERAL PLAN  
AND DRAFT ENVIRONMENTAL IMPACT REPORT**



## APPENDIX B

### RESPONSES TO COMMENTS ON DRAFT GENERAL PLAN AND DRAFT ENVIRONMENTAL IMPACT REPORT

**Comment:** The State Department of Housing and Community Development (HCD) made initial comments on the Baldwin Park Housing Element and Technical Report on December 12, 1988 in a phone call placed to Cotton/Beland/Associates. Relevant comments from HCD are paraphrased in the Appendix to the Housing Element, which is included after the Technical Report.

**Response:** Responses to HCD's comments are included in the document text and referenced in the Appendix to the Housing Element.

**Comment:** The attached letter (dated November 18, 1988) from the General Manager of the Valley County Water District suggests minor changes to the text on page OSTR-4 of the Conservation and Open Space Element Technical Report. The suggested changes relate to the description of Valley County's wells.

**Response:** The text on page OSTR-4 has been revised to include the General Manager's suggestions.

**Comment:** The attached letter (dated December 20, 1988) from the Assistant Deputy Director, Planning Division of the County of Los Angeles Department of Public Works, refers to flooding problems and drainage needs in Baldwin Park as outlined on a map that was attached to the letter.

**Response:** The above-mentioned map has been reproduced in the Appendix to the Public Safety Element, which is located after the Public Safety Element Technical Report. Information included in the document text regarding flooding and drainage is also referenced.

**Comment:** The Assistant Deputy Director's letter also comments on the number of daily vehicle trips under buildout of the proposed General Plan, noting that buildout of the proposed Plan will generate an estimated 12,600 daily trips less than buildout under the 1979 General Plan currently in operation. It is concluded that "the land use revisions [under the proposed General Plan] would not have a significant impact on nearby County roads" and that "the traffic generated from future development in the adjacent unincorporated County areas would adequately be handled by the proposed circulation system as depicted in Figure CE-2 [Master Plan of Streets]."

**Response:** The comments are noted; no response is necessary.

**Comment:** The attached letter (dated December 13, 1988) from the Acting Fire Chief, County of Los Angeles Fire Department, states that the General Plan Update "does not appear to have any impact on this Department."

**Response:** The comment is noted; no response is necessary.

**Comment:** The attached letter (dated December 27, 1988) from an Environmental Specialist IV, California Regional Water Quality Control Board - Los Angeles Region, makes the following comments:

1. All beneficial uses of the San Gabriel River, Big Dalton Wash, and Walnut Creek within Baldwin Park must be protected from adverse water (including groundwater) quality impacts.
2. Industrial sites expected to generate/handle hazardous wastes should be located away from all surface water bodies to minimize water quality impacts resulting from potential accidents/spills.
3. The Final EIR must include the following:
  - a. A description of the proposed project;
  - b. A description of the present environmental setting of the project site;
  - c. An estimate of the wastewater quantities contributed to the sewer system as a result of the project, the identification of the treatment plant that will serve the project, and evidence that the sanitary sewer system can accommodate the project;
  - d. An analysis of the cumulative flows generated within the service area of the designated treatment plant, with evidence that additional capacity will be available prior to new connections for proposed development; and
  - e. A description of the quantity, quality, and location of discharges other than to the sanitary sewer system, including a discussion of their impacts on groundwater and receiving water.

**Response:** The following responses correspond with the above comments.

1. The comments are noted. An inherent purpose of the following goals and policies from the General Plan Update is to encourage open space development of the San Gabriel River, Big Dalton Wash, and Walnut Creek while protecting water and groundwater as part of the city's natural environment.

Land Use:

Policy 2.2 - Efficiently using land to provide safe and adequate open space.

Conservation and Open Space:

Goal 1.0 - Conveniently locating open space areas, developing existing park sites in response to neighborhood and citywide needs, and preserving open space which may offer recreational opportunities;

Policy 2.3 - Enhancing environmental quality through the preservation and protection of open space areas including, but not limited to, Walnut Creek, Big Dalton Wash, the San Gabriel River, and utility rights-of-way;

Policy 2.9 - Pursuing new park opportunities.

Public Safety:

Goal 1.1 - Reducing exposure to environmental losses from natural and man-made disasters.

2. The comment is noted. Public Safety Goal 1.1 (Reducing exposure to environmental losses from natural and man-made disasters) is intended to insure that hazardous wastes will be located away from surface waters. The City of Baldwin Park, the County, and the State have the authority and responsibility to identify industries associated with hazardous wastes (see Tables PS-4 and PS-5 in the Public Safety Element Technical Report), thereby enabling the continual monitoring of such industries.
- 3a. The proposed project - the Baldwin Park General Plan Update - is described in detail throughout the General Plan and EIR documents. The General Plan Introduction and Section 3.0 of the EIR (Project Description) describes the content and format of the General Plan document. The General Plan proposals (Section 2.0), goals and policies (Section 3.0) within each Element describe the specific details of the project from individual yet interrelated environmental perspectives as required by California State law. The Environmental Impacts subsections of the Environmental Impact Analysis (Sections 4.1.A through 4.1.O of EIR) analyze the proposed project and its potential environmental effects.
- 3b. The present environmental setting of the project site, which is the 6.8-square-mile area of the City of Baldwin Park, is comprehensively described in the eight technical reports -

one for each General Plan Element - and in the Environmental Setting subsections of the Environmental Impact Analysis (Sections 4.1.A through 4.1.O of EIR).

- 3c. Implementation of the Baldwin Park General Plan Update land use policy will result in lower density new residential development citywide throughout the life of the General Plan. Also, some areas have been identified for a change in land use (see Figure A-1 in EIR). In no case has a residential property been redesignated for a higher density residential use. Except for minor redesignations as shown in Figure A-1, commercial sites have retained their current General Plan designations. No new industrial sites have been designated in the proposed General Plan.

The result of the above land use changes will be a 58 percent reduction in the number of new residential units permitted to be constructed in Baldwin Park. The 1979 General Plan now in effect allows a citywide buildout of approximately 19,500 dwelling units, while the General Plan Update permits a buildout of approximately 17,760 units. Baldwin Park currently has about 16,500 dwelling units. Buildout under the 1979 General Plan would result in an estimated Baldwin Park population of 75,500, while buildout under the General Plan Update would result in an estimated population of 68,700 (based on the city's current persons per household of 3.87). It is expected that potential wastewater generation will be reduced proportionately to the reduction in allowable new dwelling units.

(The following information is from page PFTR-5 of the Public Services and Facilities Element Technical Report, as provided by references B-7 and B-9.)

Sewer service in Baldwin Park is supplied by the Los Angeles County Sanitation District (LACSD) No. 15. LACSD operates and maintains the trunk system and the treatment plants used for Baldwin Park. The treatment plants are the Joint Water Pollution Control Plant in Carson and the San Jose Creek Water Reclamation Plant. The Carson plant carries an average daily flow of 360 million gallons and a peak daily flow of 550 million gallons, with a peak hydraulic capacity of 600 million gallons per day (mgd). The San Jose plant treats an average and peak flow of 60 mgd, with a peak capacity of 62.5 mgd. Expansion plans for the plant will increase its daily average capacity by 25 million gallons. The San Jose plant operates near capacity because it connects directly downline with the Carson plant, which has excess capacity; once the San Jose plant takes in its peak flow, the remaining flow continues downline to Carson.

Authorities at LACSD No. 15 consider the Baldwin Park trunk system and treatment facilities adequate. No problem areas are apparent in Baldwin Park, and none are foreseen.

The City of Baldwin Park contracts with the Los Angeles County Department of Public Works, Sewer Maintenance Division, to maintain the local sewer lines. Neither the County nor the Baldwin Park Engineering Division is aware of any problems with the city's lines. The system is considered adequate to handle foreseeable future development (which the General Plan Update describes in detail). Therefore, the City has no plans to expand the overall sewer system except for individual developments as needed.

In the General Plan Update document, Residential Land Use Goal 1.2 helps insure the continued satisfactory operation of Baldwin Park's sewer lines and trunk system: "Permit development within residential areas at densities no higher than the City's ability to provide the necessary services, utilities, street capacities, and outdoor recreational space required for the affected areas."

- 3d. See response 3c above.
- 3e. There are two types of discharges in Baldwin Park that do not enter the sanitary sewer system; these are stormwater drainage and septic tank material. The stormwater drainage system is discussed in the Public Safety Element and Technical Report as referenced in the Appendix to the Public Safety Element. The Appendix also contains a map of the County's Flood Control and Water Conservation Plan, which identifies existing, proposed, and needed drainage facilities. Regarding septic tanks, the Baldwin Park City Building Superintendent (Mr. J. Dawson, 818/960-4011 X265) reported that there are approximately 200 septic tanks in operation throughout the city. The tanks are not concentrated in any one area, but they are all connected to single-family houses. No apparent problems exist with the septic tanks; therefore, their environmental impact upon groundwater and receiving water are considered neither adverse nor significant.

**Comment:** The attached letter (dated January 10, 1989) from the Assistant Deputy Director, Planning Division of the County of Los Angeles Department of Public Works, makes the following comments:

1. If the projected housing buildout under the General Plan is reached, the increased amount of solid waste generated will negatively affect the existing solid waste facilities in Los Angeles County, which are expected to reach capacity by mid-1993. As such, recycling, waste reduction, and other mitigation measures should be employed. The proposed General Plan does not address the issue of solid waste disposal in Baldwin Park, nor does it address alternatives to landfill disposal.
2. The City should ensure that any amendments to the General Plan will be consistent with the objectives of the County Hazardous Waste Management Plan (CoHWMP).
3. The projected housing buildout under the proposed General Plan will generate additional hazardous waste and negatively impact existing hazardous waste management facilities in the County, which are considered inadequate. Measures to remedy the project's impacts must be addressed.
4. The City of Baldwin Park Emergency Preparedness Plan should be reviewed for consistency with the Emergency Response chapter of the CoHWMP.
5. Table PS-4 (Storage and Usage of Hazardous Materials, Responsible Agencies) should include the County of Los Angeles Department of Public Works, Waste Management Division, as the lead regulatory agency pertaining to the storage of hazardous materials in underground tanks.
6. Any impacts that may affect the water quality of stormwater runoff should be addressed and mitigated.
7. Any expansion of the existing sewer line system must comply with the Department of Public Works maintenance requirements, since the public sewer lines in Baldwin Park are maintained by the County.

**Response:** The following responses correspond with the comments above.

1. Section N (Utilities) of the Environmental Impact Report, which accompanies the General Plan document, identifies Webster's Refuse Disposal as the solid waste disposal provider for Baldwin Park. Webster's offices and equipment are located at 13940 East Live Oak Avenue in Baldwin Park. Approximately 20 disposal trucks are operated for Baldwin Park, with the BKK and Puente Hills landfills used for

disposal. Mr. Mike Muller, General Manager (818/960-7551), foresees no solid waste disposal problem areas in Baldwin Park under the updated General Plan. No expansion plans for Baldwin Park's service are foreseen, except for the normally expected replacement of equipment.

By reducing the number of new residential units permitted in the city by 58 percent compared to the existing General Plan (see Table C-1, page 4.12 of EIR and Figure A-1, page 4.4 in EIR), implementation of the updated Plan is expected to produce a proportional reduction in solid waste generation. Although the city will continue to grow, the updated Plan places substantial limits on that growth. The 1979 General Plan now in effect allows a citywide buildout of approximately 19,500 dwelling units, while the General Plan Update permits a buildout of approximately 17,760 units. The city currently has about 16,500 dwelling units. Except for a few minor redesignations as shown in Figure A-1, commercial sites have retained their current General Plan designations. Also, no new industrial sites have been designated in the proposed General Plan. The proposed General Plan will reduce the rate of growth in Baldwin Park.

As noted on page PSE-4 of the Public Safety Element, Baldwin Park does not have any waste landfills or hazardous-material dumps. The nearest landfills are in West Covina and Azusa.

Just as the City is committed to reducing its rate of growth and limiting new development, as evidenced in the General Plan Update, it is committed to reducing the amount of waste generated by development. The City will continue to cooperate with County, State, Federal, and regional authorities in efforts to reduce solid waste generation and reliance upon existing landfills.

Land Use Goal 1.2 in the General Plan Update puts forth the City's guideline regarding new development and public services, including solid waste disposal: "Permit development within residential areas at densities no higher than the City's ability to provide the necessary services, utilities, street capacities, and outdoor recreational space required for the affected areas."

2. As stated in the Department of Public Works' letter, the objective of the County Hazardous Waste Management Plan (CoHWMP) "is to provide a multi-faceted system for the management of hazardous waste on a County-wide basis." As a plan intended to address the entire County of Los Angeles, the City of Baldwin Park did not incorporate the document into its city-wide General Plan. However, the following Public Safety Policies (on page PSE-6) insure that any amendments to the General Plan will be consistent with CoHWMP objectives.

**Public Safety Policies:**

- 2.1 Participate in regional emergency preparedness planning.
- 2.4 Maintain the City's Emergency Preparedness Plan in a current and continual state of readiness.
- 2.5 Adopt ordinances to minimize dangers from hazardous-materials emergencies.
- 3. By reducing the number of new dwelling units permitted in the city (see Response 1 above), the updated General Plan also intends to slow the rate of household hazardous waste generation (e.g., from the use of pesticides and aerosols). The Public Safety policies listed above (2.1, 2.4, and 2.5) are intended to insure that potential impacts resulting from the General Plan Update will be continually addressed through preventive as well as emergency response measures.
- 4. The comments are noted. The City's Emergency Preparedness Plan and subsequent updates will be reviewed for consistency with the Emergency Response chapter of the County Hazardous Waste Management Plan. This measure is hereby incorporated into Public Safety policies 2.1, 2.4, and 2.5 listed above.
- 5. The comment is noted. Table PS-4 has been amended to include this information.
- 6. The Conservation and Open Space Element (page OSE-2) notes that water quality control responsibilities for the San Gabriel Valley rest with the Environmental Protection Agency (EPA), the State Department of Health Services, the Los Angeles Regional Water Quality Control Board, and the County of Los Angeles. In recent years, the San Gabriel Valley - including Baldwin Park - has experienced groundwater pollution, which has resulted in the shutting down or restricted use of about 70 wells. Groundwater is frequently tested, and any supplies not meeting standards are immediately taken out of operation.

Public Safety Goal 1.1 (Reducing exposure to environmental losses from natural and man-made disasters) is intended to insure that hazardous or industrial wastes will not affect stormwater runoff. The City of Baldwin Park, the County, and the State have the authority and responsibility to identify industries associated with hazardous wastes (see Tables PS-4 and PS-5 in the Public Safety Element), thereby enabling the continual monitoring of such industries.

Response 3e on page B-5 of this section includes information on the septic tanks in Baldwin Park. Approximately 200 tanks are connected to single-family houses throughout the city, with no apparent environmental problems.

7. The comments are noted. The Public Services and Facilities Element Technical Report (page PFTR-5) discusses the sewer system in Baldwin Park. Neither the County Sewer Maintenance Division nor the Baldwin Park Engineering Division is aware of any problems with the city's lines. The system is considered adequate to handle foreseeable future development. The City has no plans to expand the overall local sewer system except for individual developments as needed. However, when expansions occur, they will comply with the County's maintenance requirements.

**Comment:** The following summarizes those comments prepared by the City Attorney on January 16, 1989 regarding modifications to the text of the Draft General Plan.

1. Comment: Annual review of areas subject to flooding required in the Land Use Element.  
1. Response: Policy to this effect added, pg. LUE-13 (Policy 2.4).
2. Comment: Number of land use designations stated on pg. LUE-5 is inconsistent.  
2. Response: Change the word "eleven" on page LUE-5, line five, to "ten."
3. Comment: Population density standards need to be defined.  
3. Response: A definition of population density standards has been added to pg. LUE-5, paragraph 2.
4. Comment: Land use intensity standards are required for commercial and industrial classifications.  
4. Response: Population standards are not appropriate for commercial and industrial classifications. Estimates of current and future employment are contained in the Land Use Element Technical Report and in the Environmental Impact Report. Building intensity standards, in the form of FARs (floor-area ratio) have been added to the definition of each commercial and industrial classification (see pg. LUE-8).

5. Comment: The location of local public facilities and utilities are not included in the Circulation Element.
5. Response: Information on the location of local public facilities and utilities is contained in the Conservation and Open Space Element as well as in the Public Facilities Element.
6. Comment: The Circulation Element does not discuss traffic impacts for Redevelopment Project Areas.
6. Response: The trip generation rates used in Table CE-2, pg. CE-4, take into consideration maximum buildup conditions for all commercial and industrial areas within the city, including redevelopment areas. They are consistent with the building intensities expected in the Redevelopment Project Areas.
7. Comment: Statement on mineral resources is contradictory (pg. OSE-6).
7. Response: As stated on page OSE-6, substantial mineral resources are nonexistent. The statement that resources should be preserved and protected by industry is accurate. The type of resources depends on the nature of the industry concerned. This could include a vast range of mineral resources and is beyond the scope of the General Plan.
8. Comment: State and regional agencies concerned with groundwater quality should be listed.
8. Response: The appropriate agencies have been listed on pg. OSE-8.
9. Comment: Aircraft noise is not quantified.
9. Response: The city is not located within any aircraft noise impact areas. While aircraft noise has been identified as a concern, it is too intermittent to accurately quantify. There are no known heliports or helistops within the planning area. Additional text has been added to page NE-4.

10. Comment: The Safety Element does not include peak-load water supply requirements.
10. Response: Peak-load water supply requirements have been included on pg. PSE-6.
11. Comment: Minimum road width and clearance standards around buildings relative to geologic and fire hazards are not specified.
11. Response: There are no special conditions in Baldwin Park in respect to future conditions relative to these factors. Specific standards pertaining to emergency clearance and access are contained in the City's Zoning Code (see page PSE-5).
12. Comment: "Regional housing needs" should be added to Table HE-1, pg. HE-2.
12. Response: Statements pertaining to regional housing needs have been added to Table HE-1, pgs. HE-2 and 3.
13. Comment: There is an inconsistency between the housing allocation number on pg. HE-12 and the extent of potential housing sites described on pg. HE-20.
13. Response: City-requested reductions to the housing allocation numbers (see pg. HE-12) have eliminated this potential inconsistency.
14. Comment: The average household size increase shown on pg. HTR-2, paragraph 3, line 4, should show an increase to 3.87 persons per household, not 3.58 persons per household.
14. Response: The above-referenced increase is accurately stated.
15. Comment: It is not clear if the work force figure on pg. HTR-7 refers only to Baldwin Park residents or if it includes persons coming to Baldwin Park from other areas to work.
15. Response: The above-referenced figure refers to all persons who work in Baldwin Park, both residents and nonresidents.

16. Comment: References to an inventory of land suitable for housing development (see Table HE-1, pg. HE-2) are not accurate.
16. Response: The reference on Table HE-1, pg. HE-2, item 5, is incorrect and has been changed to "Technical Report Section 4.6, 4.7." An extensive land use inventory was prepared as part of the General Plan program and is on file with the City's Planning Department. This inventory is referenced on pg. LUTR-16.
17. Comment: The Housing Element does not have a clearly stated Implementation Program. Five-year schedules are not clearly stated.
17. Response: Housing Element Section 2.2, Program and Goals, pg. HE-17, is the element's Implementation Program; the title has been changed to reflect this clarification. Five-year needs and programs are referenced in Table HE-2 and HE-3, pgs. HE-13 and HE-18, respectively.
18. Comment: A stronger policy statement in support of equal housing opportunities for all persons is needed.
18. Response: An additional policy statement has been added on pg. HE-25.
19. Comment: There is a misspelling on page MRTR-4.
19. Response: This misspelling has been corrected.

Comments pertaining to the General Plan EIR.

20. Comment: "I don't know what the word 'update' means, it would be clearer to say that this is a 'revision' or 'amendment'."
20. Response: The Random House Dictionary of the English Language, Unabridged Edition, defines update as "to bring up to date." This is an accurate definition of the total General Plan document, which "updates" the City's current General Plan through the inclusion of extensive revisions to the prior document and, when adopted, will represent an "amendment" of the prior General Plan.

21. Comment: The summary should be more explicit concerning which elements of the current General Plan are being revised.
21. Response: Pg. 2.1 states that the project "involves the updating of the Baldwin Park General Plan" and in the following sentence lists the General Plan Elements. This means that all of the Elements of the General Plan are being revised.
22. Comment: "Seismic" is more descriptive than "earth."
22. Response: "Earth" is the term used in the City's Initial Study form (see Appendix A, pg. 4). It includes factors in addition to seismic considerations.
23. Comment: Change "risk of upset" to hazardous waste.
23. Response: See response to comment 22; refer to Appendix A, pg. 7.
24. Comment: The no project alternative does not comply with CEQA.
24. Response: The EIR's "No Project" alternative includes two components: (1) Buildout of the city under the current General Plan, and (2) Maintenance of the status quo, which addresses maintaining current conditions. The entire General Plan EIR, as well as the technical reports and General Plan elements, compare and discuss the relationship of General Plan policies with current conditions.
25. Comment: Revise or delete the statement that the proposed General Plan will result in lower pollution levels than the 1979 General Plan.
25. Response: This is an accurate statement. Since the intensity of development is lower than in the 1979 Plan, resulting in fewer vehicle trips, coupled with stronger pollution control measures and trip reduction policies, the overall effect is an anticipated reduction in air pollution compared with buildout under the 1979 General Plan.

26. Comment: The mitigation measures for conservation are vague.
26. Response: The Conservation and Open Space Element includes specific policies designed to conserve natural resources (see pgs. OSE-9 and 10).
27. Comment: The column "Residual Impact" on Table EIR-1 provides no information and should be deleted.
27. Response: This column accurately summarizes the secondary effects of the General Plan.
28. Comment: The EIR does not adequately contain a description of the city's environmental setting.
28. Response: As stated in the EIR, the General Plan elements and technical reports are incorporated by reference and were circulated with the EIR. The elements and reports present a comprehensive description and evaluation of Baldwin Park in relation to local and regional conditions.
29. Comment: The discussion of impacts is contradictory.
29. Response: While the policy changes are citywide, actual changes in land use will be relatively minor, since the Plan strongly supports the preservation of single-family areas and reduces maximum buildout potential.
30. Comment: On pg. 4.6, change "1981" to "1979" General Plan.
30. Response: This change has been made.
31. Comment: Table B-1 indicates fewer single- and more multi-family units at buildout under the proposed Plan; this is inconsistent with the redesignation of multi-family to single-family areas, and a return to the "single-family atmosphere" stated on pg. 4.3.
31. Response: The statements in the EIR are correct. Areas redesignated to single-family are, for the most part, currently developed with single-family uses. However, additional single-family units can be expected to be lost to multi-family development

within the remaining RG and MF areas. Many more single-family units would be lost and several current single-family areas would become multi-family if the current land use policy was retained.

32. Comment: Statement on pg. 4.11 concerning reduction of single-family housing units is not consistent with the statement on pg. 4.3 pertaining to the return to the single-family atmosphere of Baldwin Park.
32. Response: This comment was adequately addressed in response 31.
33. Comment: Number of total units at buildout under the 1979 Plan in Table B-1 is not consistent with the comparable number in Table C-1.
33. Response: The difference of one (1) dwelling unit is due to rounding in the factors used to make the calculations; the difference is insignificant.
34. Comment: The last sentence of paragraph 2, pg. 4.14, should be deleted.
34. Response: The sentence has been deleted.
35. Comment: The alternatives section should be revised and references to the alternatives section made consistent throughout the document.
35. Response: The alternatives section was discussed in Comment/Response 25; no additional changes are required.
36. Comment: The "range of other alternatives" section is vague.
36. Response: An explanation of why the alternatives tables differ is found on page 5.7.
37. Comment: The cumulative impacts section does not include a list of past, present, and future projects or a reference to a summary of projects contained in the General Plan or other planning document as required.

37. Response: The General Plan includes comprehensive information on past, present, and future development potential; in addition, specific data on redevelopment project areas is also included. It is beyond the scope of a general plan to list all specific past, present, and future projects. Section 15166 of the CEQA Guidelines states that the requirements for an EIR will be satisfied if the general plan addresses the points required in Article 9 of the Guidelines.

**Comment:** The attached letter (dated January 9, 1989) from a Technical Supervisor at the Southern California Gas Company comments that the updated General Plan will have "no major impact on Southern California Gas Company facilities in the foreseeable future."

**Response:** The comments are noted; no response is necessary.



# VALLEY COUNTY WATER DISTRICT

14521 EAST RAMONA BLVD., BALDWIN PARK, CALIFORNIA 91706-3397

(818) 338-7301

DEC 12 1988

COTTON/BELAND

## STAFF

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NOV 23 1988

November 18, 1988

PLANNING DIVISION

Mr. Art Rangel  
City Planner  
City of Baldwin Park  
14403 E. Pacific Avenue  
Baldwin Park, CA 91706

Attention: Mr. Lawrence Onaga

Subject: Draft Environmental Impact Report for the Baldwin Park General Plan Update

Dear Larry,

This is in reply to the above subject and our recent conversation regarding some minor changes to the wording on page OSTR-4.

The second paragraph, line 6, reads "...about 500 feet deep..." should be changed to "...about 600 feet deep..."

The fourth paragraph suggestion would be to replace the first two sentences. The suggested wording would be:

"The above four unrestricted Valley County wells supply water to more than 10,000 water meters. These four wells are located on Joanbridge Street and on Maine Avenue. Any pollution..."

Should you have any questions, please contact me.

Sincerely,

*Stan*

Stan Yarbrough  
General Manager

SY:ap



# COUNTY OF LOS ANGELES

## FIRE DEPARTMENT

1320 NORTH EASTERN AVENUE  
LOS ANGELES, CALIFORNIA 90063  
(213) 267-2481

JOHN W. ENGLUND  
FIRE CHIEF  
FORESTER & FIRE WARDEN

December 13, 1988

Mr. Art Rangel, AICP, City Planner  
City of Baldwin Park, Planning Division  
Community Services Department  
14403 East Pacific Avenue  
Baldwin Park, CA 91706

Dear Mr. Rangel:

SUBJECT: ENVIRONMENTAL IMPACT REPORT - CITY OF BALDWIN PARK  
(GENERAL PLAN UPDATE)

The subject property which is located in the City of Baldwin Park does not appear to have any impact on this Department. Therefore, we have no comments at this time.

Very truly yours,

EARL E. FORDHAM, ACTING FIRE CHIEF

*Earl E. Fordham*

BY  
JOSEPH FERRARA  
HEAD DEPUTY FORESTER  
FORESTRY DIVISION

JF:lc

RECEIVED

DEC 10 1988

SERVING THE UNINCORPORATED AREAS OF LOS ANGELES COUNTY AND THE CITIES OF:

PLANNING DIVISION

URA HILLS	BRADBURY	GLENDORA	LAKEWOOD	NORWALK	ROLLING HILLS ESTATES	TEMPLE CITY
SIA	CARSON	HAWAIIAN GARDENS	LA MIRADA	PALMDALE	ROSEMEAD	WALNUT
AA	CERRITOS	HIDDEN HILLS	LANCASTER	PALOS VERDES ESTATES	SAN DIMAS	WEST HOLLYWOOD
WIN PARK	CLAREMONT	HUNTINGTON PARK	LA PUENTE	PARAMOUNT	SANTA CLARITA	WESTLAKE VILLAGE
FLOWER	COMMERCE	INDUSTRY	LAWNDALE	PICO RIVERA	SIGNAL HILL	WHITTIER
GARDENS	CUDAHY	IRWINDALE	LOMITA	RANCHO PALOS VERDES	SOUTH EL MONTE	
	DUARTE	LA CANADA FLINTRIDGE	MAYWOOD	ROLLING HILLS	SOUTH GATE	



# COUNTY OF LOS ANGELES

## DEPARTMENT OF PUBLIC WORKS

900 SOUTH FREMONT AVENUE  
ALHAMBRA, CALIFORNIA 91803-1331  
Telephone: (818) 458-5100

THOMAS A. TIDEMANSON, Director  
CECIL E. BUGH, Chief Deputy Director  
MAS NAGAMI, Assistant Director

ADDRESS ALL CORRESPONDENCE TO:  
P.O. BOX 1460  
ALHAMBRA, CALIFORNIA 91802-1460

December 20, 1988

DEC 29 1988

IN REPLY PLEASE  
REFER TO FILE:

P-4

COTTON/BELAND

Mr. Art Rangel  
City Planner  
City of Baldwin Park, Planning Division  
Community Service Department  
14403 East Pacific Avenue  
Baldwin Park, CA 91706

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DEC 27 1988

PLANNING DIVISION

Dear Mr. Rangel:

### RESPONSE TO REQUEST FOR REVIEW OF BALDWIN PARK GENERAL PLAN UPDATE

Thank you for the opportunity to provide comments on the General Plan Update. We have reviewed the General Plan and have the following comments:

#### Drainage/Hydrology

Several flooding problems with the Baldwin Park boundaries have been identified. Enclosed is a Baldwin Park Quadrangle map showing these drainage needs. The General Plan should include measures to accommodate these drainage needs. If you have any questions regarding Drainage/Hydrology comments, please contact Mr. Art Correa at (818) 458-4358.

#### Traffic and Lighting

We generally agree that buildout of the proposed Updated General Plan would generate approximately 411,800 daily trips, which is 12,600 daily trips lower than the proposed daily trips generated under buildout of the 1979 General Plan. Therefore, the land use revisions would not have a significant impact on nearby County roads in the area.

Also, we believe the traffic generated from future development in the adjacent unincorporated County areas would adequately be handled by the proposed circulation system as depicted by Figure CE-2 of the report.

The report is generally acceptable and no further traffic information is required.

If you have any questions regarding Traffic and Lighting comments, please contact our Traffic and Lighting Division at (818) 458-5909.

Mr. Art Rangel

- 2 -

December 20, 1988

If you have any questions regarding the environmental reviewing process of this Department, please contact Mr. Rene Villa-Agustin of this Division at the previous page address or at (818) 458-4345.

Very truly yours,

T. A. TIDEMANSON  
Director of Public Works

*N C Datwyler*

N. C. DATWYLER  
Assistant Deputy Director  
Planning Division

RVA:ad/52

ENC.

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD—  
LOS ANGELES REGION107 SOUTH BROADWAY, SUITE 4027  
LOS ANGELES, CALIFORNIA 90012-4596  
(213) 620-4460

December 27, 1988

File : 700.315

Art Rangel, AICP  
City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, CA 91706

## DRAFT EIR FOR THE BALDWIN PARK GENERAL PLAN, SCH# 88092108: CITY OF BALDWIN PARK

We have reviewed the subject document regarding the proposed project, and have the following comments:

Based on the information provided, we recommend the following:

- We have no further comments at this time.
- The proposed project should address the attached comments.
- Negative Declaration. See attached comments.
- Mitigated Negative Declaration. See attached comments.
- EIR. See attached information on scope and content.

In terms of future development (especially industrial) for the proposed site, the Final EIR must consider and include mitigation measures that address the following concerns:

1. All designated beneficial uses of the San Gabriel River, Big Dalton Wash, and Walnut Creek within the area of the proposed site must be protected from adverse water quality impacts associated with any development. This also applies to the ground water.

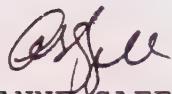
RECEIVED

DEC 30 1988

PLANNING DIVISION

2. If feasible, industrial sites (those expected to generate/handle) hazardous waste(s) should be located away from all surface water bodies to minimize water quality impacts resulting from potential accidents/spills.

Thank you for this opportunity to review your document. If you have any questions, please contact Arthur Heath at (213) 620-5433.



ANNE SAFFELL  
Environmental Specialist IV

cc: Mr. Keith Lee, State Clearinghouse

Attachment(s): EIR

1. The Final EIR must include the following:

- a. Description of the proposed project.
- b. Description of the present environmental setting of the project site.
- c. An estimate of the quantities of wastewaters to be contributed to the sanitary sewer system and the treatment plant that will serve the proposed development. The Final EIR must demonstrate that the sanitary sewer system will have adequate capacity to collect, transport, treat and dispose of the additional flow in a satisfactory manner.
- d. An analysis of the cumulative flows generated by all proposed, pending and approved projects within the service area of the designated treatment plant. If expansion of the treatment plant facilities will be required to meet projected wastewater demand, the Final EIR must demonstrate that additional capacity will be available prior to new connections for proposed development.
- e. Description of the quantity, quality, and location of discharges other than to the sanitary sewer system. The impacts of these discharges on groundwater and receiving water quality must be discussed.

## ICE OF PLANNING AND RESEARCH

TENTH STREET  
MONTE, CA 95814

December 30, 1988

ARt Rangel  
City of Baldwin Park  
14403 East Pacific Avenue  
Baldwin Park, CA 91706

RECEIVED

JAN 01 1989

PLANNING DIVISION

Subject: Baldwin Park Park, General Plan Update - 1988  
SCH# 88092108

Dear: Mr. Rangel:

The State Clearinghouse submitted the above named environmental document to selected state agencies for review. The state agency review period is now closed and none of the state agencies have comments. This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents; pursuant to the California Environmental Quality Act.

Please contact Keith Lee at 916/445-0613 if you have any questions regarding the environmental review process. When contacting the Clearinghouse regarding this matter, please use the eight-digit State Clearinghouse number so that we may respond promptly.

Sincerely,

A handwritten signature in black ink, appearing to read "David C. Nunenkamp".

David C. Nunenkamp  
Chief  
Office of Permit Assistance



SOUTHERN CALIFORNIA **gas** COMPANY

1050 OVERLAND COURT • SAN DIMAS, CALIFORNIA

MAILING ADDRESS: BOX 97, SAN DIMAS, CALIFORNIA 91773

January 9, 1989

City of Baldwin Park  
C/O Planning Division  
14403 E. Pacific Ave.  
Baldwin Park, CA 91706

Attention: Art Rangel, City Planner

Gentlemen:

Re: "DEIR" - Update General Plan

Thank you for the opportunity to review this "DEIR" pertaining to the Covina General Plan. After reviewing this matter we see no major impact on Southern California Gas Company facilities in the foreseeable future. Also, projected availability of sources of natural gas are adequate for the foreseeable future. A more accurate assessment of any impact on our facilities would be forthcoming in answer to specific projects.

If you have further questions regarding the forgoing, contact Ron Hopkins at (714) 394-3844.

Sincerely,

A handwritten signature in cursive ink that appears to read "Joe Berta".

Joe Berta  
Technical Supervisor

JB/RH:mj



C101693889



# BALDWIN PARK

## General Plan Program

# Land Use Policy

(1/18/89)

